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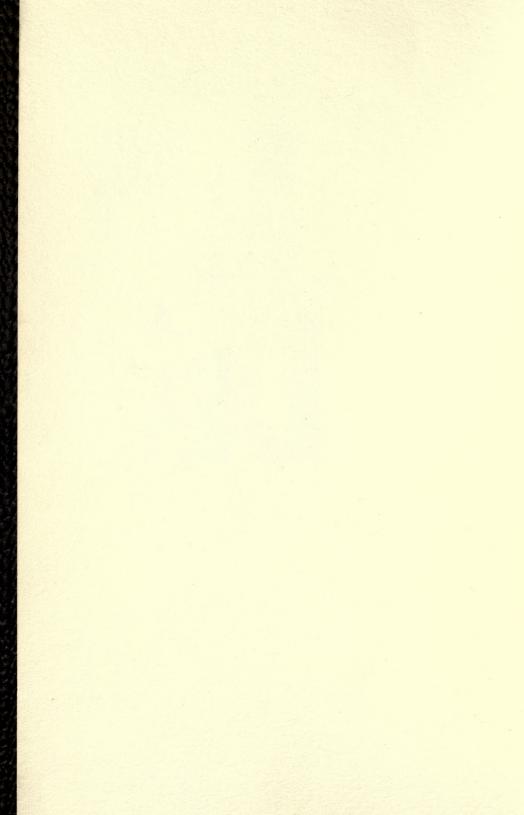
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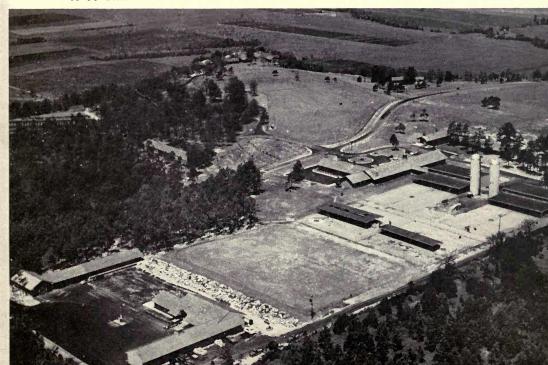
# AMERICAN PLANNING AND CIVIC ANNUAL

AMBRICAN PLANNING



Capitol Building of Arkansas commands the view of downtown Little Rock along Capitol Street.

Winrock Farm, Winthrop Rockefeller's farm on Petit Jean Mountain overlooking the Arkansas Valley. The last session of the Conference is scheduled to be held here.





Old State House, Capitol of Arkansas 1836–1910 Gideon Hyrock, Architect

Territorial Restoration, Capitol of Arkansas Territory 1820–1835

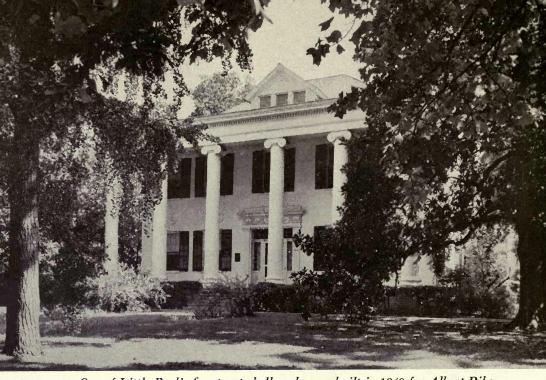




Magazine Mountain, the highest point between the Alleghenies and the Rocky Mountains, near Paris, Ark.

Lake Bailey at Petit Jean State Park, located sixty miles west of Little Rock.





One of Little Rock's finest ante-bellum homes, built in 1840 for Albert Pike, lawyer, poet, Masonic leader and Confederate General.

# PHOTOS COURTESY ARKANSAS PUBLICITY AND PARKS COMMISSION

Lake Catherine State Park, serene beauty between Hot Springs and Malvern.



# AMERICAN PLANNING AND CIVIC ANNUAL

A RECORD OF CIVIC ADVANCE IN THE FIELDS OF PLANNING, PARKS, HOUSING, NEIGHBORHOOD IMPROVEMENT AND CONSERVATION OF NATURAL RESOURCES, INCLUDING ADDRESSES DELIVERED AT THE NATIONAL CITIZENS PLANNING CONFERENCE ON MAIN STREET 1969, HELD IN LITTLE ROCK, ARKANSAS JUNE 9–12, 1957, AND ADDRESSES DELIVERED AT THE 37TH ANNUAL MEETING OF THE NATIONAL CONFERENCE ON STATE PARKS, HELD AT LAKE ITASCA STATE PARK, MINNESOTA, SEPTEMBER 18–21, 1957, INCLUDING THE ROLL CALL OF THE STATES.

EDITED BY

HARLEAN JAMES and DORA A. PADGETT

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The purpose of the American Planning and Civic Association is the education of the American people to an understanding and appreciation of local, state, regional and national planning for the best use of urban and rural land, and of water and other natural resources; the safeguarding and planned use of local and national parks; the conservation of natural scenery; the improvement of living conditions and the fostering of wider educational facilities in schools and colleges in the fields of planning and conservation.

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The two organizations join in the publication of the AMERICAN PLANNING AND CIVIC ANNUAL and the QUARTERLY, PLANNING AND CIVIC COMMENT

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# Preface

THE AMERICAN PLANNING AND CIVIC ANNUAL for 1957 presents the addresses delivered at the National Citizens Planning Conference, with the theme "Main Street, 1969," held in Little Rock, Arkansas June 9–12, 1957, and the addresses delivered at the 37th Annual Meeting of the National Conference on State Parks, held at Itasca State Park, Minnesota, September 18–21, 1957, including the Roll Call of the States.

For the National Citizens Planning Conference of the American Planning and Civic Association, the Committee on Arrangements which planned and carried through the highly successful meeting consisted of: Winthrop Rockefeller, Chairman; Gordon Wittenberg, Director; James A. Hatcher, Secretary; Mrs. N. P. Allessi, Ladies' Program; Knox Banner, Publicity; William R. Ewald, Jr., Program; Dick Forbes, Exhibits; Dudley Hinds, Tours and Transportation; J. J. Holloway, Food; John Matthews, Finance; Ben R. Shelley, Hotel Arrangements; Donald Bozarth, Registration. The Conference was invited to meet in Little Rock at the suggestion of William S. Bonner, Head of City Planning Division of the University of Arkansas. Consultants to the Conference were invited from the fields of Architecture, Citizens Organizations, Developers, Engineers, Planners and Recreation and Park Specialists.

The final session of the Conference was held at Winrock Farm, where Mr. and Mrs. Winthrop Rockefeller were hosts for lunch and an after-

noon reception.

The sponsors of the Conference were: American Institute of Architects (Arkansas Chapter), Arkansas Automobile Clubs, Arkansas Bus and Truck Association, Arkansas Gazette, Arkansas Home Builders Association, Arkansas Industrial Development Commission, Arkansas-Louisiana Gas Company, Arkansas Municipal League, Arkansas Petroleum Industries, Arkansas Power and Light Company, Arkansas Real Estate Association, Arkansas Soft Pine Association, Arkansas State Chamber of Commerce, Associated General Contractors of Arkansas, Bank of Arkansas, Gus Blass Company, City of Camden, Central Flying Service, Inc., The M. M. Cohn Company, Conway City Planning Commission, The Crossett Company, DeWitt Chamber of Commerce, Dierks Forests, Inc., El Dorado Chamber of Commerce, Forrest City Planning Commission, Fort Smith Chamber of Commerce, Garbacz Aerial Survey and Aircraft Service, City of Helena, Hot Springs Chamber of Commerce, Jonesboro Chamber-Planning Commission, Kentucky Department of Economic Development, Lion Oil Company, Little Rock Chamber of Commerce, Little Rock Housing Authority, Little Rock Municipal Waterworks, Little Rock Planning Commission, Little Rock Real Estate Board, Louisiana Department of Commerce

and Industry, Magnolia Chamber of Commerce, John Matthews Company, Metropolitan Area Planning Commission, Mid-South Gas Company, Mississippi Economic Council, National Electrical Contractors Association (Arkansas Chapter), Newport City Planning Commission, North Little Rock Chamber of Commerce, North Little Rock Planning Commission, Oklahoma Department of Commerce and Industry, Paragould Chamber of Commerce, Pfeifers of Arkansas, Pine Bluff Municipal Planning Commission, Producer's Council (National and Little Rock Chapter), Pulaski County Planning Commission, Ramond Rebsamen Enterprises, Winthrop Rockefeller (Winrock Farm), Searcy Municipal Planning Commission, Sears Roebuck Company, Southwestern Bell Telephone Company, Southwestern Gas and Electric Company, Southwest Hotels, Inc., City of Stuttgart, Texarkana City Planning Commission, University of Arkansas, City of West Memphis.

For the Annual Meeting of the National Conference on State Parks the Program Committee consisted of: U. W. Hella, Minnesota, Chairman; Arthur C. Elmer, Michigan; V. W. Flickinger, Ohio; Raymond R. Mitchell, Iowa; C. L. Harrington, Wisconsin; Howard W. Baker, Nebraska. The following served on the Arrangements Committee all of Minnesota: Dr. Norman Baker, Chairman, Ralph S. Thornton, Vice Chairman, Edwin P. Chapman, Harold Bishop, Anton C. Geiger, Mrs. O. Savig, Dr. J. C. Harguth, Walter Marcum, Judge C. R. Magney.

HARLEAN JAMES DORA A. PADGETT, Editors

residence ) Strange and residence of company of

# Main Street 1969

PAPERS PRESENTED AT THE 1957 NATIONAL CITIZENS PLANNING CONFERENCE OF THE AMERICAN PLANNING AND CIVIC ASSOCIATION, HELD JUNE 9, 10, 11, 12 AT THE HOTEL MARION, LITTLE ROCK, ARKANSAS

# This Way to 1969

Greetings, a Preview of the Conference and of the Future

ULYSSES S. GRANT III, President, American Planning and Civic Association, Washington, D. C.

MR. Wittenberg, Mr. Rockefeller, and our distinguished guests, ladies and gentlemen: Like the Irishman who said that, "I have something to say to you before I begin speaking," I have something to read to you before I begin my quite unimportant remarks because I think this is very important, and it is addressed to Mr. Rockefeller or

me, and is signed by the President of the United States.

"The National Citizens Planning Conference, and State of Arkansas are to be congratulated for utilizing our Nation's greatest strength, the responsibility of its individual citizens joined together to resolve common problems to work out plans for the future. In doing so, you are making a great contribution to the period when a truly national, international highway system becomes a reality through such democratic deliberations as this Main Street 1969 Meeting where problems are reviewed, and plans made by private citizens acting together, the bright future of all our main streets is made surer." Signed Dwight D. Eisenhower.

And for me it is a very special honor and pleasure to welcome you here to this 49th Annual National Citizens Conference on Planning and Conservation. Naturally I cannot forego this opportunity to say a word about our American Planning and Civic Association before going on with the very promising program which the conference committee under the able leadership of Mr. Winthrop Rockefeller has prepared for your information and delectation. For I am sure that you are going to enjoy it as well as derive much useful information by the interchange of experiences which will prove pertinent to your own problems.

Starting with the Park and Outdoor Art Association in 1897 by a succession of cooperative agreements and mergers, the last of which was with the National Conference on City Planning in 1935, we have today

our Association dedicated to 2 specific purposes:

1. The need for and value of sound city, regional and state planning.

2. The saving from exploitation for utilitarian or commercial use of open spaces, wilderness areas, natural wonders, and areas of outstanding scenic beauty and historic interest that are so needed for the recreation and healthful relaxation of our growing population

and the teeming future generations.

While we are here today more particularly concerned with the first of these efforts, the second is an essential element in city and regional and state planning. And please do not forget this fact. Thomas Jefferson feared that the American people might become as he said, "piled up on one another in cities," and as this is happening to an extent he could have not foreseen, the need for city parks, and playgrounds and open spaces for state parks, and national parks has become one of the crying needs of our time. These needs can be met only by foresighted and courageous planning, and by a popular movement and demand for the acquisition of the needed open spaces while still available, and for the preservation and development for public use of those already acquired. In the effort to accomplish this, our Association works closely with the National Conference on State Parks, indeed acts as its secretariat. We cooperate with the National Parks Association, the National Recreation Association, and all the other conservation organizations. We maintain close contact with the National Park Service, the United States Forest Service, and the National and State Agencies whose activities connect with this subject.

Lloyd George, World War I Prime Minister of England, used to say that every child has a right to a place to play, but now with a greater leisure of the grown-ups in each family and the accessibility of distant places by automobile, we submit that every American has a right to a place to play, to a place and surroundings where he can rid himself of the pressure and burdens of city life and recuperate from the nervous

tension of his work.

In our planning we must never forget this need and the urgency to provide for it, not only for the present demand, but also for the health and welfare of future generations. But coming back to our first Mission 1, in the early 1920's the immediate need was for recognition by city and state authorities of the value of sound planning. I would like to emphasize sound planning, and the setting up of planning commissions whose personnel would not be city or state officials entrusted with serving some special interests, or category of public problems, but broad minded, intelligent citizens able to take an overall view of the needs of their communities as a whole, advised by competent trained city and regional planners. Now we find that in the interim most cities, and many States have some sort of planning commission or agency. That battle has been won, and we are proud of having in some measure contributed to the victory. However, we find now that the problem is for an educated public opinion in each community to support the considered plans of the Planning Commission and counterbalance it with special and often selfish interests which are ever watchful in urging the authorities to action in their individual interest, rather than for the benefit of their community as a whole. Our immediate planning endeavor at present is therefore by such conferences as this, and by our publications, and by individual correspondence, our consultations to provide the information required to engender such an educated and understanding of public opinion in favor of sound planning. We find the need for our work more urgent and more necessary now than ever before. The new interstate highway program with its billions of prospective expenditure of public moneys, the spending of which offers a great future to the various state and local highway departments as well as the Federal Bureau of Public Roads, and great opportunity for remunerative work to a host of contractors may save or ruin a city or community if the new freeway is wrongly located. I cannot urge you too strongly to do your utmost to prevent such mistakes in location, and to insist upon the consideration of all the urban problems as well as the immediate interest of traffic alone.

Most of our cities and States are similarly faced by another problem directly affecting their welfare and the health of their people, to provide for the purification of the rivers and the preservation of the water supply. You may think that water is the cheapest of commodities, but with urban growth, air conditioning and growing industrial demands, it has

become the most valuable asset a community can have.

Your conference committee has been wise in naming this conference Main Street for Main Street is the heart of most of our cities, the largest element in their tax phase, and most main streets are threatened by traffic congestion and the movement to the suburbs. The solution of the problem is not to provide at great expense additional road spaces to bring more traffic into the business center, but to provide new traffic carriers that will change the pattern of traffic and distribute it more widely and induce extension of a business center, and relieve it of the congestion now choking it. Indeed, the ultimate solution may well be a central business area surrounded by parking facilities on an inner ring freeway, and Main Street itself reserved for the free and safe use of pedestrians only, with Atlantic City Wheel Chairs or other slow moving transportation for those of us who are too old to walk, but you will doubtless hear much of all this. I close with an invitation to any of you who would like to cooperate in our Association's campaign for a better America with more comfortable cities, and more play spaces to join with us and become members. I have found it an inspiring field of public service.

WINTHROP ROCKEFELLER, Chairman, Arkansas Industrial Development Commission, Little Rock, Arkansas

THANK you very much, indeed, General Grant. I am going to have the pleasure of addressing you on several occasions during this conference in various and sundry roles. My role this morning most officially is that of Chairman of the Arkansas Industrial and Develop-

ment Commission. Not only the Staff, but the Board of the Industrial and Development Commission of the State of Arkansas have taken a tremendous interest in the development of this Conference, because we have realized that in terms of industrial development in the State of Arkansas as in any part of the country, one of the most dramatic phases of our planning and working is what we can do about Main Street. So, we were particularly happy that today we would start a conference covering three days, and putting the major emphasis on that part of our life "Main Street," which is so very real to us. We like very much the conference name "Main Street of 1969."

We felt that if the Federal Government working with the States built 41,000 miles of highways in the years between now and 1969, the least the communities could do would be to make Main Street worthy of this fine new highway system. And we do not think it is an unreasonable objective for any community leadership to feel that by 1969, they will have been able to work out a sound plan for community de-

velopment, and then do something about it.

We are hoping during the course of this conference in the free periods that will be available that you will take full advantage of the opportunity to exchange ideas with the consultants who have been invited from various fields to come here and participate in the Conference. I was very pleased to find so many of the consultants, when they were told they would not have to speak, but just to consult, were happy to come. We are very grateful to them for coming, and I hope that all of us will have the opportunity for making the maximum use of their talents, and their enthusiasm, and their presence here.

We are grateful to have you here in Little Rock and we hope this

Conference may lead to many sound community plans.

EDWARD S. MARCUS, Executive Vice-President, Neiman-Marcus, Dallas, Texas

I WILL be interesting to look back from 1969, and see what this Conference actually accomplished, and I cannot help but wonder in sort of an amused fashion whether the rain which we Texans are sharing with you Arkansans might lead the city planners of the future to re-recognize the importance of water transportation, and possibly in 1969 we will have a great many of our main streets and our regional centers operating with canals rather than with streets. We may even have a whole new breed of do it yourself gondoliers.

This fall the famous Rolls Royce Company of England, and Neiman-Marcus will be jointly celebrating our 50th Anniversary in America. The two companies have decided to join forces for certain events during this occasion, and it will be my good luck to learn something of the operation of Rolls Royce. Certainly no product is more representative of the word quality. The interesting thing is how aware the Rolls Royce people are of the fact that standards of quality change, and methods of

selling quality also change. Once a Rolls Royce had to be black, and it had to be chauffeur driven, and in the back seat one expected to find a heavy set dowager on her way to the opera, or to clip coupons. But such grandmothers are a bit outmoded these days. Today's dowagers lead active lives proceeding from club meetings to charity work, and perhaps to a little mamboing in the evening, and besides that, they object to the term dowager today. So, Rolls Royce has brought its cars up to date without giving up its essential classic lines, and the company is aggressively persuading successful executives that they can drive the car themselves, no chauffeurs, that they can take them hunting, drive them to work in the morning, or take them on long selling trips. Their sales, I think because of this approach, and because the essential quality of their product has never diminished, are up 150 percent during this first half year. In this country they are now doing the biggest business in their history. One of the things I found out was that their best selling model was I think \$12,800 and one of the reasons they sell it so well is that they say that this car is good for 10 years, and the buyer will not want to trade it in for 10 years. And they have convinced me. All I have to do is convince my automobile finance company. and I may have one.

I use Rolls Royce as an example because we are met here to consider a world 12 years from now, and to consider our own part in such a world. We ask ourselves what changes will be taking place in the business by which we live. Now the business of Neiman-Marcus Company is to sell quality goods at a profit. There are many other retail businesses in the United States trying to do the same thing, and these efforts are a significant part of the American economy. If there are to be major changes in the ways of quality stores, such changes will be important to American economy. Let us first say that there will always be a substantial market for so called quality goods. If the Rolls Royce dowager living in a 50 room mansion, having all her clothes made, and keeping a staff of 20 servants is disappearing, there are at the same time more and more people who are able and willing to buy goods of first quality. There are fewer and fewer people living on such a spectacular scale, but there are millions more who can and will buy dresses costing \$100 and more. The number of people traveling to Europe, Africa, South America, all over the world has infinitely expanded. Millions of American families own first rate automobiles, and sometimes two of them, and they buy expensive high fidelity sets, expensive television sets, and expensive everything else you can think of. All of this represents not only a growing population able to spend more money for more things, but also a population interested whether because of education, or emulation in quality. What is quality? Is it a product or service created, developed, manufactured and advertised, sold and delivered with such degree of excellence as not to attract not the majority of people, but a highly

buy those diamonds.

discriminating minority? Such a product is not always the most expensive nor is excellence a synonym for ornateness. Far from it.

I remember an eager mother bringing her daughter in our store not so long ago. The daughter was going off to college that year, and the mother had bought her a diamond necklace she wished to give her as a going away present. I happened to meet them, and I found that the mother had selected a very beautiful necklace, but diamond necklaces are rather inappropriate for girls seventeen years old. But, with some difficulty I turned the mother's attention to a simple strand of pearls. She took the pearls and left the diamonds, and I went back to my office and wondered whether I had gone completely out of my head. There was a great deal of difference in the price, but I knew that wearing the pearls that young girl would look like quality and wearing diamonds she never would. Maybe some day she will come back as an adult, and

Ideas of quality change just as do fashions and standards of taste. Change in the notion of quality is usually begun by a small band of highly discriminating people who seek and find that which is finer and better. The word spreads, and the enlarging bands of those who love finer things have suddenly established a new standard of quality. A single person can set the standards. In my own home town of Dallas, an experimental theater was founded a decade ago by Margo Jones. She had her standards, and the public followed them and the theater was a success. Since she herself could not be satisfied by the second rate, she did not allow her public to be and quality was recognized. In the same way Metropolitan Opera is heavily supported in Dallas while our Symphony languishes. But in Houston, which also had a languishing Symphony some people decided to engage Leopold Stokowski, a name which connotes quality to a music lover. In this city the orchestra now flourishes. I think you have an excellent example in what a catalytic force an individual like Mr. Rockefeller has been to the State of Arkansas. and you see the various effects of his movements. But as Stokowski or Margo Jones set the standards of the enterprises they directed, so the head of a fine store determines its standard of excellence. This is a lot easier when a store is small, but it is quite clear that as a business gets larger, it is more difficult to maintain all of those attributes that sell quality to the small institutions. There are scores of reasons why it is difficult to maintain the high standards which have been set. First of all there is simply the physical area involved, the addition of more

The problem of training new executives is the most important in today's retail world. I think it is one of the keys to what will happen in quality stores in the next 12 years. Usually in my firm we like to train our own executives. Too frequently, however, an executive position is open at a time when the potential replacement is 1 to 3 years away from being fitted to the job. In these cases we must hire someone

square feet, more floors, more stores.

from the outside. This is a tough job partly because no business finds it easy to hire exactly the right man for the job, and partly because retail stores have not kept up as well as they should with advancing executive benefits available in other fields. This incidentally is improving rapidly. When we hire a new man we are not only interested in his potential for a special job, we are interested in his background. In school and in college was he a leader? Was he interested only in football and dates, or did he contribute to the musical or artistic life in college? Has he an inquiring and curious mind, or one that closes into detective story or television immediately after closing hours? In any situation where two men are available for the same job, and where their business abilities are relatively equal, we will always choose the one who seemingly has something to offer in his community as well as to the profit of our organization. Here then is one important way by which quality stores can assure themselves of doing business in 1969. Find and train the young men who will have the standards to carry on the business at a quality level. Give them a desire to do better things, and offer better products than other people do. Imbue them with a sense of being able to give up quick profits to maintain the essential character of a business. Money alone does not direct people to do things in a superior manner. It is usually a desire to do something better, and to give of one's self that produces this unusual quality. Heads of our great schools have worked long and hard but not for money, nor have our outstanding spiritual leaders had the dollar sign as their beckoning fingers, maybe with a few notable exceptions. Neither do I think the great artist is over influenced in what he paints by the buying public. I am not going to say that Sadlers Wells nor Neiman Marcus, Stueben Glass, or Rolls Royce are not motivated by money. Certainly they are, but in each case of successes these enterprises have been achieved by a driving force that insisted not only upon a successful business enterprise but an institution that would stand for something that was better than had been known before. And their current success rests whether they like it or not by their maintaining a standard of quality consistent with their tradition, and consistent also with economic and social conditions which are changing every day.

I believe that many things may change in retail institutions by 1969. We probably will have more self service, or perhaps retail stores may have to charge for deliveries, or actually pay customers to take the goods with them, so much is the overhead rising. We will probably have to find ways of keeping our stores open more hours or more days while at the same time working our employees less hours or less days, an interesting little problem itself. But the large retail stores must find a way to get a greater plant utilization. I believe the suburban stores in well planned neighborhoods will continue to do well, and suburban stores in badly planned neighborhoods will flounder. In my personal opinion the downtown store will continue to be the focal point of a

region so long as the store maintains its standards, and they will do well or poorly, dependent on the imaginative quality of civic leaders to plan well and do enough *now!* Let us not earn the epitaph "Too little too late."

High quality in itself does not insure success. There must be an accurate but ambitious survey of community needs. It is extremely unlikely that a community of 100,000 could support a symphony orchestra. On the other hand a symphonetta or a great choral group or a superb string quartet might indeed find its home in such a city. Likewise a city of 200,000 would find it impossible to support a present day Neiman-Marcus or Radio City Music Hall. But within its scope there is a degree of quality which it can reach for and which it can achieve. In the planning of our centers and our downtowns, let us not forget that quality has to do with sufficient parking, proper location, good access, but it also has to do with cultural values. A small museum can lend quality to a regional center. A library can be as important as a branch post office, and the over all architectural concept including all the art forms have a lasting effect on the potential customers. These are details, but important ones. However, whatever the varying estimates of our economy have been for 1969, I am sure of one thing. In 1969 more people will be buying quality goods than are buying them today, and quality will be sold very much as it is today, that is in a clean, pleasant atmosphere by people who believe in what they are selling, and who are alert enough to seek and find that which is new and also better. Quality will be sold with pride because it is worth it. It will be bought with pride because it is worth it, and the relationship between the buyer and the seller will be warm and full of respect for people of quality always appreciate each other.

# EDWARD D. STONE, Architect, New York, N. Y.

I HAVE just returned from France and I am sure you realize what the French have done with their countryside. One never goes through any part of France without passing great avenues of trees. These trees not only serve to beautify but the people also use them for their firewood.

It does occur to me that with our tremendous highway program and with the state highways we are building some simple legislation could be enacted which would require a planting of trees at intervals along these highways and then we, too, would have this marvelous heritage France offers its future generations. This to me seems so simple I am surprised it hasn't already been done.

I also had the good fortune to be in Paris a week or so and the ingredients of Paris are really not so complicated. They do have wonderfully laid-out broad boulevards. And all of the boulevards have trees and these trees lend a graciousness—friendliness—and they serve a practical value. They shade the sidewalks and allow people to sit there

and sip their coffee and drinks with pleasure. It seems to me that we in our towns could at least have trees—tree-lined streets.

I think also in Paris one observes a few simple rules about buildings. These are built of the same materials, stone, stucco and all of a uniform color, a uniform cornice height which makes a unified and beautiful effect as we all know. Where in our country every man is building his own monument to his own ego and he thinks nothing of putting a black glass adjacent to a white marble building or brick adjacent to stucco. In other words, we should be sympathetic with what our neighbors have done before we build; consider the overall unification of our towns, not just ignore our neighbors' work. This would help tremendously.

In the plazas of Spain arcades are built around a plot with a park in the center. This is something we can readily adopt. John Williams, the head of the Architectural Department and I have often talked about what might be done with the community square where motor vehicles could be prohibited in the square, convert it into a park and have the parking around the periphery with a shelter extending from one area of the square to another. These are very simple devices that are entirely practical.

I was in Salzburg, Austria, last week, and in that medieval city the streets were narrow, obviously not suited to the motor age. The streets have converted into pedestrian thoroughfares. The pedestrian has complete freedom, no dodging of the traffic and off the central thoroughfares one may go into arcades to other shops.

Also, in Italy there are in Milan, Rome and Naples great glass cov-

ered shopping arcades that run two or three stories high.

This marvelous principle has application in our times. I think we must obviously search our consciences and look back through history and see how other people have solved the problems of the market place.

One of the things I have to speak for my profession: someone has said there is a conspiracy to remove all color from life. I remember as a boy in Fayetteville that the locomotive engineer came through town weary and black in a visored cap, red bandana around his neck and striped overalls—a very impressive figure. But today he looks like any businessman. He wears a business suit, wears a white collar and sits in the cab and pushes buttons with all the romance of the steam locomotive age removed. And I think this has happened disastrously in the case of architecture.

I can remember when an architect was a pretty colorful individual, and he made no bones about being an artist. He would have a beard or long moustache, some fancy headgear. He wasn't just another man in the street. Today, Mr. Wright is the only remaining one of that type. We now recognize ourselves as businessmen. We have lost the idea of being artists. Fortunately the clients are so well informed in matters of structure, air-conditioning, heating and know what they want to make the buildings work and the engineers will bail you out of any

difficulty with the plumbing, that I think we should return to the idea that we are artists. We have waited too long if you see what we build today, all plate glass and aluminum; the buildings are tedious, they are boring and ugly. They work but they haven't any heart there; certainly nothing that you would want to save for your children and grand-children. They are expedient, temporary; they are like a car or a juke box.

An architect nowadays is embarrassed if he tells a client why this building is going to be beautiful, a work of art, a masterpiece; he looks at the architect askance. I believe we must all think that we want to build beautiful architecture, beautiful buildings, beautiful parks, beautiful plazas and not be so shy of the word art. Do not be suspicious when somebody says it should be beautiful. Let us say that is a good idea; let us go along with it. We then will not end up with this sort of catchpenny, temporary looking tinsel stuff that we build today.

And this can be done. I do not want to embarrass Mr. Rockefeller, in speaking of his father's good deeds, but I came to New York to start my alleged professional practice in November 1929. I do not know whether any of you know what happened then but it was certainly not an auspicious time. It was quite a vogue to jump out of windows or sell apples on the street and I would have been doing this had it not been for Mr. Rockefeller's father and the opportunity offered to work on his project.

Mr. Rockefeller realized the things I am speaking of; it had to be a commercial venture and obviously had to succeed financially. But in addition he realized his obligations to the city and to mankind at large which seems to me to be an ideal demonstration as to how all building projects should be undertaken. He obtained the best architectural talent of the time, the best painters, the best sculptors, so as to make the project not only a financial success but also a triumph artistically, and I think it came off a tremendous success. In other words, it was as symbolic of New York as the Statue of Liberty is. Mr. Rockefeller thinks it will be a success long after buildings built 20, 30 or 40 years hence are obsolete because the people who occupy that group of buildings are proud of it. Pride of possession is important in any venture. It is a pride to the city. And I believe that all planning should aim toward a permanent beautiful facility not only for the people who use it but for the people who pass by it.

It seems to me that this is a propitious time to start with such a wonderful vision of Arkansas of the future. We have had laws to protect us from deforestation, despoiling all of our lands, cutting all the woods away. We are aware of soil erosion but at no place along the line are we prevented from building monstrosities on our highways and in our cities. We are destroying our natural assets and our heritage for our children. We have to correct this glaring lack in our whole outlook

in building so we create sound values, which are a fine heritage for generations to come.

I think not only must we examine what we are doing but we have to

examine the way we are building our homes.

When I came to New York, Long Island was a beautiful park. One could get in a car and drive out there and be in the woods, but now it is completely built up with small developments. There is no country left. I don't own an automobile now because there is no place to go. And do not think that can't happen here.

I flew over Washington yesterday and the countryside is just filled with these little boxes. It was different when George Washington got here because he had Mount Vernon in the middle of a thousand or two acres. But now they are building these Mount Vernons on 50 x 100 foot lots, one little box after another. And each person becomes his own maintenance engineer. Each person has the advantage of walking around it 20 feet from his neighbor. There is no privacy and many headaches.

It seems that common sense dictates to me that we get away from this idea and try to unify our houses. Get them in quadrangles as colleges are built, a common place for heating, the firing of the furnace, the laundry and all the unpleasant chores. Let that be done by a central service. And let us give up the little box. It's like the tombstone in the cemetery. It does not get us any place.

If you follow this plan you save a little country side between the places where you live. We do not have a beautiful State and let us not

build too many of these little boxes.

I think this is about all I have to say other than I think we got here at a very good time because we are in a way starting the development of Arkansas and we can profit by the errors of everyone else,—by their bad example.

#### GENERAL GRANT

Thank you, Mr. Stone. You made a real speech for the American Planning and Civic Association because nearly all of the things you told so well are things that we consider the ideals toward which we would like to educate an understanding public opinion.

Before we go on I want to venture to say another word or two about the planning in this era at the present time. Certainly it is a critical time as Mr. Stone has told us. It is a time when sound planning can do a great deal for our cities if the plans are carried out. There is needed a public opinion to back up the planning authorities and to understand the fallacies occasionally in even the statistical proof.

We have for instance in Washington the interesting situation that most cities have of a cluttered up and too congested central business area. The survey in 1950 showed that 155,000 vehicles come into our central

area every day the occupants of which have business in the central business area; and 129,000 vehicles or 4/5ths as many come into the area who have no business there whatsoever. And it is very evident to us that if the new highway program could distribute that traffic better and give a way around the central area about 129,000 vehicles every day, you would be relieving the central area of this part of its congestion.

But there is a trouble that people who have an idea that they want to carry out are a little too apt to marshall statistics, which may be perfectly true statistics, they analyze them in such a way so as to prove

the wrong thing.

Mayor La Guardia used to say that you could prove anything by statistics, that you could prove both sides of the case by the same statistics. And you occasionally run across the kind of fallacy contained in the perfectly true and mathematically correct statement such as that of the man who came down to breakfast to find his wife did not have it ready and he was in a hurry. And finally he said to her, "Look here, Mollie, I want my breakfast. I haven't had anything to eat since yesterday and tomorrow will be the third day."

But anyway, our Association is certainly very strong for the amenities of life and believe that the commercial benefits of the amenities of life will pay in dollars and cents in good sound city planning. And we are very grateful to the speakers today for bringing their views to help us in our efforts to pass on this wise conclusion and experience to other

people throughout the country.

# Main Street 1969—The Concepts of New Shopping Center Design and How They Can Be Applied to Existing Main Streets

### WINTHROP ROCKEFELLER

MY ROLE this afternoon as Conference Chairman is to introduce to you the presiding officer of this afternoon's session. I have read carefully through the material on our presiding officer and was pleased to find that I was introducing a young man younger than myself. I have observed the progress of his life and found it quite normal. He went to school, he graduated, he got married, he has a fine family of four children like many others in our age bracket, found himself in the Service and distinguished himself in the Service. When he came out of the Service he went into a very active business career. And Mr. Wynne and his uncle undertook one of the largest residential planning programs in Dallas, the Wynnewood residential district and with that they have the Wynnewood Shopping Center.

More recently Mr. Wynne in association with Mr. Zeckendorf, and thanks to Mr. Zeckendorf, the Rockefeller Brothers have an association with Mr. Wynne too, in the great Southwest Industrial District located midway between Dallas and Fort Worth. It has been my experience through the years that the busier the man is the more time he has to do good things in his community and a good example of one who gives of himself for community projects, is certainly Angus Wynne. It is my pleasure to introduce Angus G. Wynne, Jr., your Chairman for this

afternoon's session "Main Street 1969."

# Chairman—ANGUS G. WYNNE, JR., President, Great Southwest Corporation, Dallas, Texas

I WAS extremely excited when John Matthews had occasion to go over with me recently the list of the people who were coming to this meeting. Being in the business that I am, I find myself constantly thrown into the problems presented here in this meeting by the people on these panels. The talent represented here was something that I definitely wanted to touch and work with. And certainly our start here has given evidence of the fact that this is going to be the kind of conference in which we all want to participate.

We have a Mayor who is a great man. He is Chairman of the Board of one of our large banks and head of our State Fair. He asked the Executive Director of the State Fair one day to get some estimate for him on what it would take to rehabilitate the Cotton Bowl. And after about a week Mr. Stewart asked him in a group meeting about the Cotton Bowl. And the Mayor said if this is a "do" meeting I will sit all afternoon. If this is a "don't" meeting I do not want anything to

do with it.

I feel that with the panels we have here we have a "do" meeting in progress. We have here today in this panel all the ingredients that go into the building of shopping centers and development of downtown properties, in fact, into the building of anything of a lasting nature.

We have on the panel Victor Gruen who is an architect of note, born and educated in Vienna; he was cited by the Hall of Fame for practical vision, pioneering development and construction of shopping centers. I might say that the most outstanding example at this moment I think in the country in vision, production and productivity is the Northland Center in Detroit. To quote one figure there, when I say productivity, I know that the Crestview Stores on a 5 percent lease are paying \$7.50 and that is productivity in the sense that we like to see it in shopping center development. It is productive also in the sense that it is a fine architectural example for the future.

He has set up a plan for our Fort Worth downtown redevelopment

which we shall hear about today.

We have on the panel with us Larry Smith, the head of Larry Smith and Company, who is a real estate consultant and economist serving many outstanding shopping centers and department stores and insurance companies on the problems of the more efficient use of real estate. He in effect puts the pencil to it to see if you have the trade territory, have the buying power in a community to support the facility that we are

projecting.

We have Miss Colleen Utter, whom I like to think of on this panel as representing the merchandising know-how that has to go into any of these projects. We have changing trends in merchandising. She is a retail consultant for the *New Yorker*. She is a protege of Bernice Fitzgibbon of Gimbel's. She is the former fashion advertising copywriter, sales publicity and promotion director for Saks Fifth Avenue. She represents on this panel merchandising know-how that goes into any development of a commercial nature. It is merchandising know-how of this type that determines what you are going to build.

We have Albert Keidel, who is with the Rouse Company of Baltimore, which firm has been instrumental in the development of fine commercial properties. But the main function of Mr. Keidel on this panel is that he has eighteen years experience as a mortgage banker and the proper financing of all the things that we project in the future, I might say, is as important as the mortar that goes into them. The success or solvency of the projects is going to depend on the financing of them.

We have all of these people who are on this panel projecting the growth and the future of both downtown and suburban real estate. They make a panel that should be productive and we should be able to get a "do" meeting out of it. It takes all these parts to make a whole for the proper planning for the future.

Mr. Stone this morning touched European cities and shopping districts, I remember some five or six years ago discussing a project for

an air-conditioned mall. We went back to one of the galleries in Italy that was projected some hundred years ago exactly what we are talking about today. We can go full circles in our planning. We are seeking the

people and their needs.

We have seen an electric ice box go from a luxury to a necessity in life. What we know is a luxury today is a necessity tomorrow. But we have a change in people; a change in the movement of people. It is wonderful to know that in this country today whatever we plan today is not going to be adequate tomorrow. There is no way to conceive what is happening in this country today—the change in the economy, but mostly in the change in the number of people and the movement of people.

A very interesting figure, I think it was in 1850, the world had its first billion people. In 1950 it had its second billion people in a span of one hundred years. And in 1975 it will have its third billion people. Planning for those people and their increased needs and ability to buy

is something that is exciting to all of us.

We talk of 1969 and the downtown areas and the suburban areas of that day. You will pardon the personal reference. About ten years ago when I started planning a shopping center I had the advice of the best talent in the country, J. C. Nichols in Kansas City. Herbert Hare helped us with it—people who were pioneers and worked in the developing of shopping centers. In the Southwest at that time the largest shopping center was the Highland Park Shopping Center, in Dallas. And it was a very successful, fine shopping center. It had 8½ acres. We were ambitious and wanted to plan for the future and we set aside 27 acres. We thought in 20 years we might have used all of it; but at least we will have the land and we are far-sighted. We all know the history of what 27 acres is today. You can take a small district shopping center and put it on 27 acres. We were trying to plan for a regional shopping center. We have fortunately some land that we set aside for some apartments that we had left but we have sixty acres now. It is inadequate and had we planned for it properly we would have had somewhere between eighty and a hundred acres. We used all the tools at hand and still did not come up with the right answer.

Today we have some better idea of the growth and what is coming down the line and I think we can in all probability plan for it a little better. Certainly the lesson of what has happened in the last five years is a complete change in the whole concept of shopping. And most of these people who are on this panel today have had a part of that change.

One thing that came up with Mr. Stone this morning, was his reference to the planting along our highways. We had one very far-sighted highway planning engineer on a Texas highway. And all along this highway were planted Crepe Myrtle, wonderful trees some fifteen years ago. And today that is a beautiful road. We have trees overhanging and along the East Bridge, we have beautiful planting. There is only

one trouble with it. It is a 27 foot roadway. It was adequate when built but the plantings will come out as we construct the six lanes we must have now. He was far-sighted. But just how far-sighted can one be?

I would ask our first panel member, Mr. Gruen, to set the pace for this discussion and I think that it can only be, "make no small plans." I would like to introduce at this time Mr. Victor Gruen.

# VICTOR GRUEN, Architect, Beverly Hills, California

THE main theme of this Conference is Main Street 1969. 1969 is to signify the year when, schedule-wise at least, the new highway program of the Federal government, which embraces the construction of about 41,000 miles of inter-regional expressways, is supposed to be concluded.

Today we are supposed to open the discussion of this conference and touch on the broad outlines before we get into more specialized fields on the following days. Thus, it seems to me most important to clarify

the title of this conference as far as Main Street is concerned.

In program outlines it was mentioned that we want to consider two sorts of Main Streets—the inter-regional expressways themselves, and the actual town commercial districts. It is my opinion that the future of commercial districts—indeed, the future of our towns, of our cities, of our entire urban scene—depends on the recognition of one fact; and I believe the greatest contribution this conference could make is to expound and analyze this fact and the conclusions which have to be drawn from it for city planners, architects, road planners, governmental agencies and the individual citizen.

This fact is that Main Street in the sense in which we have understood it to apply to our American towns and cities, has become an absurdity, an anachronism, and that it has no sound basis for existence

today and much less in 1969.

Main Street as we have understood it in the past consisted of a more or less horizontal surface and administrative, commercial and residential structures erected along each side. The horizontal surface was there first and made it possible for people to walk, to ride on horseback or in horse-drawn carts and carriages, stage coaches and later in automobiles.

Along this traffic surface on both sides were then erected rest houses, hostelries, and later on stores, shops, office buildings and so on. As the years went on, street car rails were embedded into *Main Street* and, many years later, torn out again. The visual appearance of *Main Street* became increasingly complex as traffic signals, parking meters, warning signs, billboards, wires and cables of all sorts were added.

But in spite of all technological paraphernalia, all pertaining to traffic, Main Street does not function any longer. And because we have not

made up our minds what to do about it, we are taking many hundreds of measures which, only too often, contradict each other.

We are building garages on Main Street and installing parking meters there, and simultaneously we are building bypass roads to divert automobiles from Main Street avoiding it like the plague. We are zoning commercial property in narrow strips along traffic streets with the intention of creating new Main Streets, and simultaneously we are building urban freeways and expressways which roll along in splendid isolation between their landscaped banks. Thus, we are holding out the promise of traffic to merchants and developers invited to make use of such commercial zoning on Main Streets on the one hand, and we are taking that traffic away with the other.

Our indecision and our floundering concerning Main Street, are all based on the fact that in an era in which a technological revolution of unheard and unprecedented intensity and furor has taken place, we have done nothing to adapt the pattern of our urban scene to the new technological developments. During the last forty years, a period in which new words have become part of our vocabulary and new tools part of our daily experience—radio, television, electronics, atomic power, automation, mass production, mass consumption—we have held onto a pattern of our cities and towns which is basically identical to the one we had 200 years ago. We have completely disregarded the fact that an entirely new population group has immigrated into our cities, towns and villages. This is the automobile populace of sixty million mechanical beings. Though the automobile population is still a minority group numerically (Heaven and Detroit only know for how long!), we must not forget that the space needs of the automobile population are insatiable. The space they require for moving, storing and stalling, for

of times that of the need of members of the human race.

The pressure built up by this space need is such that the old governing powers of urban planning directed to the well-being of people, have been dethroned, to be replaced by one tyrant—mechanical traffic.

birth (manufacturing), feeding (gas stations), beauty care (wash racks), sickness (repair shops) and death (automobile cemeteries) is hundreds

The new dictator is concerned with vehicles and not with people. For the sake of mobility he is willing to destroy the purposes and the aims which would make such mobility meaningful and desirable. To him, areas of habitation, centers of human activity, cityscape, landscape and countryside are expendable serfs slaving for the glory of the storm troopers of his empire—cars, trucks, buses and trailers.

The New York Times reported recently that a farmer in upper New York State sued the Thruway Authority, complaining that the new traffic carrier cut his farm in half. What he resented was that in order to visit his outhouse he had now to drive four miles and pay 50 cents toll. Let us hope that his complaint has been promptly taken care of, but what about all those cases where new road construction has cut like knives through the life tissues of our communities separating children from schools, housewives from shopping facilities, families from recreational and cultural areas, from relatives and friends.

Highways, freeways, expressways which could be potentially the most important shape-creating forces in our tragically disjointed and amorphous urban pattern make no use of this potential possibility. On the contrary, they cut cityscape and landscape further into shreds and pieces. In his excellent book "The Metropolitan Transportation Problem," Wilfred Owen puts the problem into a nutshell: "We are engaged in a race between the increasing mobility provided by the automobile and the highway and the increasing distances that have to be traveled from home to work, from home to recreation, from city to country. Unless the development of a better urban environment accompanies the development of better highways, the race will be lost."

The development of a better urban environment is thus the prime requisite. The responsibility for the whole so-called traffic problem is thus put squarely on the shoulders of the shapers of the man-made environment, architects, city planners, urban designers. What is most urgently needed is a planning philosophy, a new approach to the problem of *Main Street* and to the problem of town planning, city planning and regional planning, which has to include the planning of highways, freeways and expressways as a shape-creating, constructive force.

As an architect I am actively engaged and concerned with the design of single structures—homes, schools, office buildings, stores, hospitals. My efforts to make them as utilitarian and beautiful as possible are always to some extent frustrated by the chaotic character of their surroundings. Architecture finds itself faced with diminishing returns from its investment of inventiveness, creative genius and social consciousness.

In past centuries, large cities were in danger of disintegration because their inhabitants died like flies from diseases caused by open sewage and poisoned drinking water. They were then not saved by new single structures with a handsome facade here and there. They were saved by underground sewage systems and new water works.

Today's cities are beset by another evil. Today's planning pattern endangers the existence of the urbanites, threatening their physical and mental health by daily exposure to the insane arrangement by which hordes of mechanical monsters fight for every square inch of space with others of their own kind and with human beings on foot. We are killing and maiming one person every six minutes in street traffic. We are undermining the nervous systems of a Nation. We are wasting millions of hours and billions of dollars in the fruitless activity of fighting for mobility in our urban centers. Thus the call of the hour is the call to order and sanity—a call for sanitation—an end to the mis-use of mobility in traffic.

Our streets and roads and highways are used today for a double function. They serve as delineators along which all structures are threaded, and they also serve as rights-of-way for all mechanized traffic—buses, trucks and private automobiles. The devilish thing is that these two uses are diametrically opposed to each other. The buildings located on the banks of the rushing traffic rivers prove unusuable for human activities. The roads, fringed by structures in and out of which people and vehicles move, are subject to hopeless congestion.

Thus, the first priority of action must go to the separating of flesh and machines—of people and mechanized traffic. We can no longer disregard the fact that a new population group is threatening to wipe

out the natives.

If we want to create peaceful conditions of co-existence between the natives and the newcomers, we will have to create reservations for the human race and the automobile race. We have to give to each of them the environment which is natural to their needs and likes—freeway to the automobile, the many-laned, limited-access, easily-graded freeway—buffered by landscaped areas. For the human race, we must create its natural habitat, in which, unmolested by mechanized beasts, its needs and requirements can be fulfilled. Humans, to be healthy in body and mind, require some exercise—which they can get best by using the feet which are attached to their two legs. They need a certain amount of restfulness and quiet and the possibility to look around themselves and observe objects other than red, green and yellow lights and onrushing automobiles.

A new pattern emerges from this thought process. In it, the shape-creating agent for the placement and arrangement of buildings is no longer the road grid. The formation of structures takes place instead in clusters based on a new module (Human Module)—the human being.

This new pattern will reach over the entire fabric of the spreading urban area. Pedestrian islands for residential use, for shopping facilities, for health facilities, for working facilities of all types will be arranged in logical relation to each other.

The residential clusters will form constellations around social, business and working gravity centers, and many such constellations together will form a galaxy in the magnetic field of a powerful solar body

—the metropolitan core or the city center.

The center itself will be composed of a number of nuclei intimately connected with each other by pedestrian overpasses and subterranean public trafficways. These nuclei will serve public administration, regional, statewide and national business, national and international tourism, and those cultural, social and recreational facilities which can be supported only by large numbers of people.

The size of each pedestrian cluster, of each activity nucleus, is determined on the basis of walkability. The term walkability embraces not only the factor of time, but also of desirability, the pleasure of move-

ment and though walkability varies with climate, geography and purpose of the cluster, it will tend to define shape and size. Between these shape-defined areas and between the constellations of nuclei will lie broad belts of greenery used for agriculture and orchards, for lakes and water reservoirs, for sports and recreational facilities.

Within them will move swiftly all means of transportation, radially and in concentric fashion—railroads, truck roads, freeways, bus roads, rapid transit, and above them will be the rights-of-way for air travel.

Just as fortifications, moats and open areas once surrounded and contained the medieval city, so will the metropolitan core be girded by a broad expanse of landscaped land; within will be the many-laned and possibly many-leveled belt roads which, together with adjoining vast terminal facilities for all kinds of traffic, will collect painlessly the streams of traffic pouring in from all sides.

Thus, the system of traffic streams will closely parallel the natural river system, where water originating from many springs, flowing in brooks and rivulets and rivers, combines into a mighty stream which

empties into the ocean.

The traffic stream will have its springs in residential clusters; from them, traffic will flow onto roads and onto highways and finally merge into the broad stream of the freeway. The traffic stream of freeways will be collected on the belt road and stored in the adjoining multiplelevel parking structures and terminals for all types of transportation.

Within these ring roads which might, depending on size and shape of the core area, be circles, figure eights or clover leaves, or other shapes, will be the pedestrian area. Terminal facilities will be shaped and located in a manner by which walking distances are shortened to a minimum. Materials and goods moving into the center core or out of it will be handled in underground truck tunnels or by electronically controlled conveyor belt systems starting from trucking terminals on the periphery. Buses might move directly from radial freeways to underground roads where, in order to facilitate ventilation, their motors could be shut off and movement obtained by link belts or similar devices.

The surface of the city center will belong exclusively to the pedestrian. Of the millions of square feet now utilized for the storage of moving, stalled and stored tin, a large part will be devoted to planting—beds, trees and bushes—and to paved promenade areas. A good third of the area presently wasted, together with all the areas now occupied by establishments for the storage, sale and feeding of the automobile, will be converted to productive building land. Thus a new measure of compactness and cohesion for the urban center can be reached, similar in character to the one found in older European cities but free of the terrible penalty which they have to pay when mechanized traffic inundates their once quiet streets and plazas.

Can this broad planning philosophy be translated into reality?

Elements of it already are discernible.

Observe the regional shopping center, equal in size to the downtown center area of 200,000 with its belt highway fed by radial roads, its car storage area, its bus terminal, its tight clusters of buildings between which lie pedestrian courts and malls of varying size and shape.

Observe this plan for Southdale and a regional health center with hospitals, medical buildings, nurses' quarters, restaurants, which fol-

lows the same planning pattern.

Observe this industrial cluster, Saarinen's General Motors Research Center near Detroit, which, because of its grouping, could so easily be made free of interior mechanical traffic.

And let me remind you of the Fort Worth plan, in which this planning philosophy has been translated into a realizable, practical plan involving a minimum of destruction and demolition.

This plan, by the way, is well on the way to implementation.

Since the publication of the Forth Worth plan, a surprising number of similar plans for cities, large and small, throughout the Nation have been in evidence. Some of these plans, which I have had an opportunity to see, are utilizing the basic philosophic approach on which the Fort Worth plan was based, but are correctly approaching the specific problems of the city concerned in new and creative ways. Others, unfortunately, are applying details of the Fort Worth plan mechanically and therefore with unsatisfactory results.

I firmly believe that an overall plan can be sold to the public if it is carefully conceived with the idea of bringing about a decisive change of the pattern of the city with a minimum of demolition and destruction. What we need is a long overdue adjustment of the urban pattern to the facts of modern technology. This new pattern will create a climate in which private initiative will find encouragement and security for investment and construction, but it will do more than initiate an economic renaissance of our urban centers.

The liberation of the city from the sight, the noise and the smell of the automobile will introduce a feeling of relief similar to that which the old farmer experienced when he finally decided to build a stable and to throw the goats and pigs out of his living room.

The air will clear, the smog will rise, the din will subside. We finally will be able to look around ourselves and communicate with our city, person to person, instead of, as we are doing now, observing through the wrap-around windshield or the rear-view mirror only the car stalled in front of us or the one pushing us from behind.

Thus, Main Street 1969 will not be a street in the sense of today's vernacular at all. It will be a humane and human kind of environment rooted in the past tradition of the town market place, the New England common, the Greek agora—but in complete tune with today's and tomorrow's technological development, a true expression of a technologically far advanced, democratic and free society.

#### CHAIRMAN WYNNE

Thank you very much, Mr. Gruen. I think we can all see without any difficulty that Mr. Gruen makes no small plans. They are exciting plans. And I want to say insofar as the Fort Worth Plan is concerned, I happen to know a little bit about what is going on there, the type of leadership and the optimism which exists over the implementation of this plan in Fort Worth.

And now I am privileged to introduce Miss Colleen Utter, Merchan-

dising Consultant for The New Yorker.

MISS COLLEEN UTTER, Retail Consultant, The New Yorker, New York, N. Y.

I AM very happy to be here. I cannot tell you how exciting it is to be a part of this Conference.

My paper told me I was to react to Mr. Gruen's talk, give a short recipe for success in the retail business and take part in the panel.

As far as reacting to Mr. Gruen is concerned, this is a very happy day for me indeed. I have admired him and his work for several years now. This presentation that we have seen today and the things we have heard are further proof that here is something that is even more forward looking, even more revolutionary than Northland and Southdale are. I have seen them both. I have seen how productive they are. But this one in Forth Worth gives promise of being even greater. This will not be the first of Mr. Gruen's plans and it most certainly will not be the last. I think we are going to find this to be true from what I have seen of the need all over the country, in fifty cities I have visited in the last three years and at least a thousand retail stores. I have seen what is happening in downtowns and what is not happening. Mr. Gruen's plan looks to me as though it is going to be a tremendously effective answer to the problem that exists today.

As far as giving a definition of a successful retail operation is concerned I am a little awed by all these city planners and cosmic thinkers. But it seems to me in my travels and in my talks with successful retailers and in my going through all of these thousand stores, step by step and floor by floor that I have come out of it with a pretty clear definition as far as I am concerned in my own mind. And I think that it is this: that the successful merchant of today is living in an age of specialization. He, therefore, must be a specialist himself. He no longer can rely on the old general store business of catch as catch can. He cannot be, he knows it, all things to all people. He has got to know who his particular customer is. He has to know through research where to find him. He has to buy for that customer, not somebody else's customer. He has to promote to that customer right down the center to hit the man he knows should be the customer of his store. And he has to serve that customer. He has to give him what many of these regional shopping centers are giving their customers, and that is, he has to give them

service; he has to be absolutely sure that they are happy with their shopping; he has to make it easy for them; he has to make it pleasant for them and he has to make it satisfying for them.

As a matter of fact, in thinking it over, I have never seen a store which followed this plan which actually concentrated on what it had, what it wanted, that failed. The stores that I have seen fail—and all too many have—have failed because they failed to know who their customer was and failed to do about him what should have been done about him.

#### CHAIRMAN WYNNE

Thank you very much, Miss Utter. And now the third member of the panel is Mr. Keidel, who will discuss with us the financial aspects of downtown rebuilding.

ALBERT KEIDEL, JR. for James W. Rouse, President, James W. Rouse and Company, Baltimore, Md.

THIS is a substitute assignment for me. I bring apologies from James W. Rouse who would have been here today except for some unforeseen crucial negotiations that made it impossible for him to come. He has asked me to bring to you some of our experiences in financing and some of our thinking on how this business gets done.

Now, I have been asked to react to Mr. Gruen, also. I read a speech which he gave before the Wholesale Dry Goods Association and I agreed with everything he said until I came to the last page and there he said: "And now there are only two tiny questions left. One is, who is going to do this and the other is, how is it going to be financed."

It is a monumental job that he has done in conceiving such a vision for us to contemplate. I think it is going to be equally monumental to get the people to do it and to get it financed. But to hear Victor Gruen on this subject is a stimulating experience. He has a fresh eye and a clear voice urging us to free ourselves from an old framework that no longer works.

Of course, we never like to abandon old frameworks. We had rather sweat and strain and make our new problems fit into the old mould. The history of architecture and development does not record many break-throughs. But I believe we are now on the threshold of one.

One billion, two billions, three billions, if that has not scared you I would like to remind you of our population estimates that add 56,000,000 people by 1975 and 50,000,000 additional cars, a 50 percent increase in our urban population and a doubling of the number of cars and trucks that are now choking our downtown streets and highways and use nearly 50 percent of our land in our downtown areas.

I know that no one here doubts that this is a real crisis. It is a story that has to be told up and down our land, again and again. The job that has to be done will never get started unless the people are scared enough. You know fear is a great motivator. We must see to it that the

news of this impending crisis gets around.

When the United States bought the Virgin Islands from the Dutch in 1917 traffic all drove on the left hand side of the road. It became the only United States territory where traffic drove on the left hand side of the road. So, naturally, plans were made to change that. The routine notices went around and the day was set. And instead of an orderly transition there was confusion; there were accidents; there was chaos. Somebody had forgotten to tell the horses and mules. And today if you go to the Virgin Islands you have to have a two week's residence and take a special test before you can drive a car. They are still driving on the left hand side of the road.

If they were to make that routine transition today there are a lot more people and I believe that the people are going to be harder to change than the horses and mules would have been if it had been done

early and properly.

Victor Gruen has made a great contribution by helping us come to grips with this problem. He has given us a diagnosis and he has suggested cures. His message cannot but stimulate new thinking and new action.—new action which had better turn into a chain reaction and

pretty quickly.

Now I have been asked to talk on the financing aspects of downtown rebuilding, with emphasis on commercial *Main Street*. We have been in the mortgage business for the past 18 years and we have been in close touch with the leading policies of many of our Nation's large lending institutions. We have financed a lot of downtown properties and a lot of shopping centers. We started a metropolitan research department in order to understand better the growth of our city and others where we were financing and developing real estate.

We found ourselves in the business of planning and leasing shopping centers; but first only in order to produce a sounder and more financible product. And today through a separate company with outside capital, we are actually developing the building centers in many cities,—some

as an enlargement of downtown and some in outlying areas.

How would our lovely dreams get paid for? It would be very unrealistic for me to give you a list of lending institutions and say these people are ultimately going to do it—go to it: or to outline any definitive

financing plan at this stage of the game.

Our crisis is so new we do not really know its full dimensions. But we have learned something. We have learned one thing in financing that anything really right and sound can be financed. That is not just a platitude; it is a fact. But with a right plan the entire credit machinery of our Nation will be available. The banks, the insurance companies, the pension funds, the corporations, the labor unions and all the other groups that are saving for retirement, endowment funds and the public itself through investment banking facilities, are all waiting to be tempted into something that can be proved will work. Piecemeal efforts not related to an overall objective are just not financible.

This is long-term financing, 20, 30, 40 years, to a greater or less degree, depending upon the size of the community; all of the objectives which Victor Gruen has so well presented must become a part of that

community's predictable future.

When the businessmen, city government officials and majority of the citizens of a city are ready to underwrite such a program with their cash, their credit, their action and support, then there is a true basis for credit. Then there is as collateral a blueprint for greater sales, higher land values, and expanding tax base. The important underwriting decision on an individual financing deal in the downtown area is not the

personal credit of the borrower.

Before the decline of sales and property values downtown started, a few years back it was possible to arrange a 20-year loan on a small property occupied by a little merchant with a short lease and next to no net worth and owned by small people. If the merchant failed or the owner squandered his rent income, the lender had valuable marketable real estate in the center of a growing trading area. But at that time the lender had not foreseen the strangling soon to take place. It will require the complete treatment of changing the character of downtown so that it is again an accessible center of an expanding trading area, to restore the favorable investment climate that once existed there.

If there is any magic in real estate financing it is the simple fact that the right combination of land uses at the right place creates new values in the excess of the cost of doing it,—values that did not exist there before. Private developers are doing it every day. Towns and

cities can do it too.

So far, however, smaller towns, smaller cities, have not faced real competition from their fringes and are not under the same pressures to take action as our large metropolitan areas are. But their failure to act now will encourage competing growth, either on their fringes or in

other towns nearby, probably both. This is the time to act.

This fact has been dramatically illustrated in a small town of 20,000 and on the Eastern Shore of Maryland. A major north-south highway ran right smack into the new main street and something finally had to be done about it. A plan to route this highway in a tight belt around the shopping district with parking opportunities between it and Main Street, was defeated by downtown merchants, fearful of moving this artery a few blocks away from their doors. Instead, a plan to route it one-half block from the parallel to Main Street, actually down the alley that served one line of stores on one side of Main Street, was approved, is now going ahead and a large highway investment is now

going to perpetuate a bad plan. Here was a real chance to transform this town, separate pedestrians from auto traffic, turn Main Street into a pleasant Mall, create parking lots between stores, parking lots behind stores with arcades through to the center.

As an alternative to this possibility there is now a shopping center which duplicates facilities offered by downtown which is under construction a mile and a half from downtown out on the main highway.

It never should have happened, a real failure for downtown.

Let me give you one more case history. Four or five years ago a group of men from Easton, Maryland, another small town on the Eastern Shore,—6,500 people, the county seat, with a trading area population of about 15,000, asked us to plan a shopping center on the outskirts of their town. We really could not take them seriously, but they kept coming back. Whoever heard of a shopping center in a town of 6,500 was our first reaction! But they persisted. And finally to get rid of them we had to agree to make a study. We found what we knew existed. The Eastern Shore of Maryland has a pretty static population. but strangely enough we discovered that Easton could have a much larger trading area, a trading area of over 60,000 people now inadequately served by other existing towns. Better roads and more cars had provided the mobility to stretch the possible trading area of this county seat. What Easton needed was a larger downtown. So after much sweat and toil six parcels of land totaling seven acres were acquired, a block and a half from the center of downtown. One acre was given back to the city to bring a new street through and widen two others. The town council finally gave its consent after many, many long and tiresome sessions; opposition from local merchants, opposition from the local garden club which was afraid there would be a non-colonial center built in an area which was trying to recapture a colonial atmosphere; but nevertheless it was approved, and the center was built. It opened in March of this year. One and a half blocks from downtown it doubled the retail space in Easton, quadrupled the off-street parking, local merchants were suddenly serving customers they had never seen before. Not only are the new merchants in the center very happy; the whole town is happy; even the garden club. We built a colonial type center. Twenty local stores have begun modernization programs since the center opened. Traffic flows more smoothly over the new and widened streets and parking is much less of a problem.

Now this center was not easy to finance. Pioneering does not appeal to lenders. It takes a demonstration. The lenders are the custodians of your savings. And when you get to them with a project to finance you are likely to forget that. They are not pioneers. They must be shown. A conservative loan, however, was finally made by a friendly Baltimore Savings and Loan Association. I am sure that after a year of successful operation we shall have no trouble refinancing on more

favorable terms.

But we feel that this is an important experiment. It has expanded Easton's trading area, stifled fringe development and effectively discouraged similar competition from other small towns in the trading area.

Such a successful demonstration, furthermore, will encourage small towns in other trading areas to follow suit, and maybe suggest to lenders that well planned commercial expansion even in very small towns is a good investment.

This is a long road. Brilliant solutions such as Victor Gruen's plan for Fort Worth will enthrall and stimulate many cities to create and execute similar plans. Everyone should study the Fort Worth plan.

It will lift his sights.

Many other communities not at the crisis stage and these include most of the smaller ones, will be more reluctant to submit to major surgery. But for many of them minor surgery will do wonders and future growth properly planned now will avoid a major operation later on.

In any city, however, costly piecemeal steps not properly planned will be ineffective and cannot create long-term new values and will fail. One of our great tasks therefore is to show the way by the execution of big effective plans that will transform the structure of the downtown. Such successful demonstrations given wide publicity will gradually silence the opposition. We will stop hearing "It won't work in our town." Little Rock, from what I have seen of its plans and aspirations, can be one of those milestones.

# CHAIRMAN WYNNE

Mr. Keidel has touched on one matter there that I think is extremely important. I mentioned the fact that I hoped this would be a "do" meeting and that is one of the things that can come out of it. The fact that it is not the city fathers, nor the administrations, nor the people in those cities that have to be educated but the *merchants*, the very people who are most affected have to be very carefully educated. When many people see what can come out of good planning, I think

they will be educated.

We have a very aggressive City Council in Dallas, and about three years ago it was obvious that the movement of traffic in the downtown area was the problem hurting our downtown merchants the most. So they banned parking on the three main streets and were compelled to reinstate parking because of the uproar. And the uproar did not come from the people who were using the parking spaces. It comes from the merchants; and mostly from the small merchants who did not realize how they were being hurt by the inability of traffic to move through the downtown streets. So we have a long and tedious educational process to go through. And it is from meetings such as this, broadening the base of this planning program, that we can accomplish that educational process.

And now it is my privilege to bring you the fourth member of this

panel, Larry Smith.

LARRY SMITH, President, Larry Smith and Company New York, N. Y.

CERTAINLY this is the most stimulating discussion that I have participated in for many years. I would also like to take this opportunity to compliment Victor Gruen, whom I have long known and admired for his contribution to this meeting and since I am in a sense an economist, I also feel that I want to compliment the sponsor of the Fort Worth study through whose vision it was made possible to start this original approach, a dramatic consideration of the problems of Fort Worth which I believe will be the stimulating influence that will lead to similar studies and considerations of the problems of all American cities.

I was asked to speak particularly about the attitude of the department stores toward the shopping centers and the central business district and to attempt to apply the experience that department stores have found in regional centers,—the means by which central business districts might face their problems, and also briefly the means by which the central business districts in our medium and smaller cities could combat the rash of the development of shopping centers throughout the United States today.

In addition I was asked to comment briefly on the general program advanced by Victor Gruen in his talk. You recognize, of course, that to deal with this subject in the few minutes available cannot be comprehensive.

I would like to make a general statement first and that is that I have tremendous confidence in our central business districts. They perform a function that simply cannot be performed by shopping centers or

any development in the suburban areas.

There are functions that centralize transportation facilities, centralize governmental facilities, and there are certain other functions performed in office buildings, retailing functions that deal with certain types of merchandise where the availability of custom is not sufficient to justify the expectation that those functions can ever be performed in a suburban shopping center. Consequently it is not unreasonable to find that the whole concept of the department store approach to the calculation of volume in a suburban area for the construction of a new branch in a suburban shopping center is predicated on the assumption that a certain portion of the purchasing power of that community is going to be retained in the central business district, regardless of the extent of the development in the shopping center. And calculation of volume for any particular suburban branch by the department stores and consequently the size of the department store is predicated on the assumption the central business district will retain a certain portion of the purchasing power in that community and that in the suburban area the department store can only depend on attracting a proportion, possibly not more than 50 or 60 percent of the shopping power of the persons living in

that particular community. Consequently the problem of the central business district particularly in our medium and smaller cities is very much akin to the department stores where it is apparent you cannot gather together in any suburban area sufficient purchasing power to provide the background shopping for a department store or a regional center that will handle a full selection of merchandise.

It should be apparent that even in a city of 500,000 people that there will be a hard core of population that is immediately tributary to the central business district, probably 150,000 to 200,000 people within a distance of three to four miles that can be served better in that central business district than in any other. That leaves a total of only 300,000 people available in all the suburban areas. And if a third of that population could be served by a regional type center that would leave only 75,000 to 100,000 people that would be tributary to that regional type center, that department store branch, whereas in order to support a department store branch of 125,000 to 150,000 square feet which would be the minimum required for the support of a regional type center, it would require the business to be done by a population of 150,000-200,000 people. Consequently it is practically axiomatic that it is impossible within the metropolitan area in a city of 500,000 population to develop a regional center or department store branch which will be competitive with the facilities that are available in the central business district.

It is true, however, in these moderate-sized cities there have been developments of suburban shopping centers with what I would call junior type department stores, probably 50,000 square feet, having limited lines of merchandise and these shopping centers do provide a competitive action and a competitive threat to the health of the central business district.

The question arises how can the central business districts in these medium and smaller sized cities deal with the threat posed by these shopping centers with moderate facilities which in themselves are not strictly competitive with the facilities in the central business district but still at the same time will do a certain amount of business.

I believe that the most solidly rooted action in retail development and possibly in the whole development, is that in the long run the facilities must serve the ultimate convenience of the customers of those particular facilities. In other words, unless the central business district is prepared to provide merchandising facilities, parking facilities and all the other amenities that go to the sum total of convenience for the customers to a greater extent than they can be provided by shopping centers, then under those circumstances the shopping centers will be successful and will ultimately detract from the strength of the central business district. But if the central business district does provide the competitive facilities for the conveniences that are required by the customers and there are many of those on which it has a very substantial

advantage over the suburban shopping centers, this is the way the cen-

tral business district can maintain its health and vigor.

It occurred to me as I listened to Victor Gruen's presentation that there are some points requiring attention before a plan of this type can be implemented. They are:

1. Sound planning.

2. Selling the program to the public.

3. Legal implementation of some of the solutions that have been offered in the central business district, and in some cases subordination of private rights in the interest of the overall public good.

4. The question of economic advisability as distinct from economic

feasibility.

5. The question of economic feasibility mentioned by our previous speaker, and I believe as he said that funds will be available for a project that can be demonstrated to be sound.

It is particularly interesting to me that the sponsors of the Fort Worth Plan have recognized these problems and are going to engineer this program right down to the ground and see that it is accomplished.

# CHAIRMAN WYNNE

The question that Larry Smith has just touched on, the implementa-

tion of these plans, is an extremely important one.

The Fort Worth Plan has as its first major obstacle the fact that in Texas there is no law to provide for the right of eminent domain on the part of cities for construction of parking structures. And that will have to be enacted before that plan can be implemented. A bill was introduced into the Legislature this year and another will be introduced at the next session, I am sure.

We are indebted to the members of this panel for a most interesting

session.

# If It Will Work in 1969, Start Now—Exploring the Attitudes and Means that Accomplish Downtown Development

# WINTHROP ROCKEFELLER

IT IS such a happy occasion to extend our Conference activities into this Auditorium; into a hall where all people who are proud of, who are interested in, and who are taking part in the development of the great State of Arkansas, can come and share the thinking of the experts who have travelled from both Coasts to be with us today as we are hosts to the National Citizens Planning Conference.

A lot of people have wondered why we picked "Main Street 1969" as the theme of our Conference. I think there was a good reason behind the selection of that title. The Federal Government is hoping with the cooperation of States to build 41,000 miles of superhighways and has allowed twelve years for the undertaking.

Those superhighways are going to have a tremendous impact on the lives of all of us. Transportation has an important influence on life today. Transportation is going to open up areas that have not had the opportunities that other areas around our country have had. I believe here in Arkansas that we have a particular responsibility to make the maximum use of the opportunity that will be ours not only in 1969 but some of it far ahead of that.

And so in thinking of that impact we had a strong conviction that it was a good target date for those of us here in Arkansas who are working for the development of the State to say to ourselves, if it can happen in 1969, let us start now.

And I cannot tell you what pleasure it gives me to see so many, many people here; people who will have small and large parts in making a reality in 1969 of the things that we will start now.

The Conference has started off in a magnificent fashion. We have had very inspiring remarks. Our own Arkansan, Edward Stone, gave us much to think about. This afternoon Victor Gruen and a panel group again stimulated us.

Tonight, Mr. Patterson will introduce our principal speaker and he is a man whom I have had the pleasure of knowing over a period of years. And I have never known him to fail to stir up some controversy. And I think the exciting part of our Conference is that we are not here to be told—we are here to be stimulated. We are here to be advised of the possibilities where each of us, you and I, citizens of this State, can have an active part, can have meaning in development of the program.

The planning for the future is nothing new to us here in Arkansas because under the splendid leadership through the years of our State Chamber of Commerce and our Economic Council, we have been conducting all kinds of studies and planning programs in terms of community development.

The communities that have excelled have been the communities that are beginning to reap the benefits in terms of industrial development because we do recognize so clearly the need of a more balanced economy.

We are grateful that we have the background and the tradition of the work of the Economic Council and the State Chamber. We are also grateful that in the years to come working as a team, your Arkansas Industrial Development Commission, of which I have the honor to be Chairman, and these fine organizations, will be taking note of the significance of the important things that will be said at this Conference

and hope to interpret them in terms of our own home State.

Our method of procedure in this Conference is a very simple and an informal one. At each of the meetings we have invited a distinguished person to serve as presiding officer. And it has been my pleasure at noon and again this evening to present to you the presiding officer of the day. Those of us who live here in Little Rock know Hugh Patterson for his many good deeds. Most recently I have had the most interesting and stimulating occasion to work with Hugh Patterson on the Council for Better Schools. All of us are interested in that. Hugh Patterson is known for his activities in our Chamber of Commerce and other civic enterprises. Probably he is best known as the publisher of the Arkansas Gazetle. Like myself, he comes from outside the State of Arkansas by choice, and we who have come to make our homes here are proud to be here. We are proud to give whatever talent we have. And I think you will find in him a gentleman who has come from Mississippi and made his home here by choice, who has made his life a part of our community a very competent presiding officer.

# CHAIRMAN HUGH PATTERSON, Publisher, Arkansas Gazette, Little Rock, Ark.

OF COURSE, Mr. Rockefeller failed to say I did not add quite so much to the per capita income in Arkansas when I came as he did. Before I begin my introductory remarks I'd like to have the privilege of reading a communication received by Mr. Rockefeller today as follows:

Congratulations on the initial success of the National Citizens Planning Conference on progress in Little Rock. I deeply regret my inability to be present and am sorry to miss so much worthwhile information and facts. I know that the ultimate success of the meeting depends a great deal upon the work that has been done and is now being done by your department. Please express to our visitors my personal pleasure in having them in the State and my regret for my absence. It is most unfortunate that I did not meet each one personally. I know the situation is in good hands and I have no fear that the eventual outcome will be most successful.

Orval E. Faubus, Governor of Arkansas Distinguished guests and participants in this 1957 National Citizens Planning Conference, as one lacking only 18 months at the beginning of his life being an Arkansan may I add my word of welcome to you and a statement of pride and pleasure on behalf of the planning agencies, the press and the citizens of this metropolitan area that this city should be privileged to be your host and the recipient of your constructive attentions during this Conference.

The physical planning program for Little Rock had its inception more than a third of a century ago but as in so many cities throughout the country, planning in the past has had to travel a rugged course almost always understaffed, underfinanced, and lacking in public understanding. Continued planning in this area until recently depended on a small core of dedicated men not always able to guard against the pressures of special interests and too frequently reduced to the role of clerks to hear spot zoning petitions.

During this period two master plans of considerable merit for the area were developed but, lacking public participation and acceptance and orderly executive and legislative support, these plans became more historical documents than working guides.

I think it can be stated accurately that planning in the area had its rebirth only in the recent postwar years under a new concept of broad citizen interest and participation. Under citizen organization sponsorship the Metropolitan Area Planning Commission of Pulaski County came into existence. The planning agencies of each of the political subdivisions in the county have been strengthened. And all official public bodies within the county are contributing and cooperating members of our current planning programs.

Further support and strength have been given through the planning program of the University of Arkansas and the Arkansas Industrial Development Commission, public officials, business and professional men and women, and most important the main body of the citizens of the area are experiencing the growing realization that unsatisfactory conditions do not have to remain as they are; that good planning serves the interests of all.

Main Street 1969 is to me an exciting concept. The Little Rock project as a case in point was undertaken by the Arkansas Chapter of the American Institute of Architects with the cooperation of the Metropolitan Area Planning Commission. Visuals from this project will be included in the presentation later this evening of "Our Living Future," under the sponsorship of the American Council to Improve Our Neighborhoods.

A program of this sort in this setting would not be complete without bringing to you the music which has been a part of the heritage and culture of this area where the Delta lands and Gulf Coastal plains meet the uplands of the Ozark Mountains.

Tonight I am proud to present the Chorus of the Arkansas Agricultural Mechanical & Normal College of Pine Bluff, Arkansas, to enter-

tain you with songs of the Delta land.

This Chorus, under the direction of Mr. A. N. Lovelace, is a nationally famous choir, having toured the country in personal appearances and having appeared regularly on radio and television.

(A program of Delta land music was then given by the  $AM \notin N$  Chorus, after which the Chairman continued his introductions)

It is the privilege of the Chairman to introduce the person who is to introduce the principal speaker of the evening. That person is William

Shepherd, President of the Little Rock Chamber of Commerce.

Mr. Shepherd is a native Arkansan born in Mapleville under the shadow of Little Rock today. He was graduated from Hendrix College, cum laude. He studied at Purdue. In the course of his career he has been President of the Arkansas Junior Chamber of Commerce, Vice-President and then President of the United States Junior Chamber of Commerce. He is Vice-President of the Arkansas Power and Light Company and he has been one of the greatest forces for planning and progress and industrial development in Arkansas. It is my privilege to now present him to you.

# WILLIAM M. SHEPHERD, President, Little Rock Chamber of Commerce

IN THE vein in which Mr. Patterson began his remarks a while ago I would say that when I was born at Mapleville I not only did not add anything to the per capita income, I diluted the per capita income and in somewhat the same vein as the person introduced to introduce the speaker of the evening, I am still a delusion, I am afraid, in this program. But it has been a great day for people who believe in Arkansas, in Little Rock and in Main Street, U.S.A.!

If you have one spark of Chamber of Commerce in you anywhere, such an occasion as this today will make you happy that you live where

you live and that you have attended the Conference.

This is only the first of three great days of study of Main Street U.S.A. and I do not suppose we have ever gotten together before such an array of experts in the field of the subjects to be discussed in this

three day session.

We have experts and lay people on the program and as a part of the Conference; and you know I have the feeling that lay people are the most important segment of the group because unless there is a ground swell of acceptance and enthusiasm and inspiration for plans, even the greatest of the planners finds himself thwarted in the accomplishment of his dreams.

A long time ago a motto was struck: "Make no little plans. They have no magic to stir men's souls," and if there could be a theme for

this occasion and this session it would be that little plans are not worth the planning. And so men get together and people dream dreams and see visions of big things. And our speaker tonight, Mr. William Zeckendorf of New York City, is certainly a dreamer, one of the biggest, and one of the best. If I may say so, in my humble opinion, he is probably the biggest and probably the best of the dreamers. He is President of Webb and Knapp, which is the world's largest real estate development corporation. He was born in Paris, Illinois, in 1905. This makes him the same age as myself. He went to the University of New York and majored in economics and football. But after going into the real estate business, first being associated with his uncle, he proved that he was a man who could not only see great opportunities and dream dreams bigger than most of his associates thought were possible, but that he could put them together, because here we have on the stage tonight the man who assembled the real estate which became the site of the United Nations. Not assembled for that particular purpose, but when he realized it would likely be located in some other city for lack of a site, he offered to the United Nations the site on which has been build that great edifice, which I believe is the guarantee, if there is any guarantee for world peace in the years to come. And one of the first official documents to which the seal of the United Nations was affixed, was the document of the recording of the deeds by which he and his firm transferred title to the United Nations.

He originated what is now the largest urban development project in the United States under progress in Washington, D. C.

One of his deals was the purchase of the Chrysler Building, the Chrysler Building East and the Graybar Building, and if you know New York, you know those three great buildings, one of the largest real estate transactions in history.

Presently, he is redeveloping the old Court House Square in Denver, Colorado, a thousand room hotel, a department store now under construction and nearby a 20-story office tower building; bank and transportation terminals are already under way.

He is a businessman and a citizen and it is not just enough to be successful, great and accomplished and a contributor to construction progress, but one must have an interest in people to be fulfilling the challenge of all mankind, and Mr. Zeckendorf's activities certainly do include a full roster in that field of charitable and civic work.

He is now or has been recently a member of the New York Heart Association, the American National Theater and Academy, the New York Anti-Crime Committee, the American Korean Foundation, Greenwich House, the Children's Village, Town Hall, New York Convention and Visitors' Bureau, the Manhattan Eye, Ear and Nose Hospital and New York Infirmary. He is President of the Board of Trustees of Long Island University, and is also an advisor on real estate matters to the

Rockefeller family. And I imagine that in itself is a very nice relation-

ship to close with.

Here is a man who has had great dreams and made them pay off. And to me one of the most powerful things about this man is that he not only has these great ideas but he turns them into successful ventures for those involved and I assume some profit for this great real estate organization with which he is associated.

He is a very humble man. His presence is a compliment to our program and his example is a compliment to our hopes for a greater Little Rock. We are proud to have you with us, Mr. William Zeckendorf.

#### WILLIAM ZECKENDORF, President, Webb and Knapp, New York, N. Y.

NE has but to fly over the eastern or western seaboards of the United States to gain a visual panorama of the new urban mosaic which has taken form. One sees that the suburbs have generated their own many problems as they flow and intermingle like so many rivulets one into the other until we behold a spectacle of a shapeless mass of fluid city and suburb which runs almost uninterruptedly—on the East Coast from Boston to Washington, on the West Coast from San Diego to Santa Barbara. The green belt areas have virtually disappeared. Man's urge to escape and change pace has been frustrated by his own inept shortsighted planning.

The psychologists tell us that change of pace is essential to the well being of man. If we are to avoid a nation of psychotics, this natural urge must be appeased. The ever increasing population explosion with its fantastic progression of growth rate threatens to accelerate to a point of suffocation. This problem, second only to that of national defense, is the most pressing, vexing, provocative and yet important enigma that

faces the country today.

The so-called flight from the city to the suburbs which commenced slowly following the first decade of this century has grown to a full tide if not a flood. The reasons for flight were many, but chief among them was improved transportation to the suburbs via the automobile coinciding with the revolt of the younger generations against the urban way of life. The younger people were unwilling to live in the large family household that was established by their parents or grandparents. The more well-to-do witnessed the demise of the domestic servant class due to the throttling of immigration and the broadened opportunity for self-improvement that this country offered to the children of immigrants. The urge for green spaces, better school facilities and new, modern, efficient, and easily run houses stepped up the trickle of decentralizees to a flood.

Let us look at two examples of the new urban mosaic that have taken form. One is New York City and environs, the other Los Angeles.

Look across the Hudson River to the twelve mile stretch from Bayonne to Edgewater, New Jersey. Strung along the harbor there are some eight communities, each with its own political framework and each having no distinction or reality apart from it. Here one finds piers vital to the welfare of the port situated in a series of townships notorious for their inefficiency and bureaucratic waste.

Termite communities which have grown without pattern, grown without plan, surround Los Angeles. Some people say the southern boundary of this city is San Diego and it stops at Santa Barbara. It goes by the mile upon mile.

What is the situation there? It is this: the population seems to jump and bypass each new community as it goes out into the mountains, into the wilderness, and on to the plains. The extraordinary thing is that as soon as the people escape to a new section they are bypassed again, and somebody is on beyond them and looking at somebody else's rear light. They have urbanized the mountains; they have urbanized the plains; they have urbanized the valleys. In their frantic urge to escape they have created a condition from which there is no escape. It has finally reached the point where it is impossible to say, "Let us get in the car and go out of town to dinner tonight." There is no out of town in Los Angeles. No matter where you go, no matter how fast and how far and in what direction you proceed, you arrive only where you have just left.

What caused "fluid suburbia"? Many factors. The obvious one is ease of transportation. But potent sociological and economic factors are at work. There is snob appeal—the desire of the rich or the newly rich or the aspiring rich to disassociate themselves from those in a more modest economic or intellectual category. The established families tend to hold themselves above the Johnny-come-latelies. The Johnny-come-latelies soon reach the same category as their former "superiors," when their income improves and their education or their children's education brings them up to acceptable country club standards. Fortunately the tracks can be crossed either way, and the crosscurrents soon get mixed after the third generation.

As the less desirable encroach on the established communities of the right people, the right people move farther out, discovering new fields and following the social leader. They leave in their wake a void which is rapidly filled by those aspiring to the higher level, who in turn follow their leader, abandoning what was once the best location in the community close to the central core ("best" because it was originally selected by the settlers for reasons of convenience) to the poorest economic and sociological level. The result is that we have some of the worst slums within the shadow of City Hall all over the United States. This pattern is to be found in almost every community over a hundred years old.

Generally speaking the pattern for the creation of a slum in what had been the more distinguished residential areas of our older cities followed the same route. First, the older generation built and settled. Second, the younger people moved to the new green belt areas. Third, the house was rented to a more ambitious, large family of lesser social and economic level. Fourth, the now outmoded building, older and lacking in modern conveniences, would be leased as a rooming house. Finally, it would be allowed to deteriorate with the general neighborhood until it became an appropriate object for point-four assistance if found in a foreign land. Thus we see the spectacle of the center of many of our cities rotting out at the core while the continued migration to the periphery creates a vacuum at the center.

On the economic side, the advent of the Federal Housing Administration Act during the easy-money period of the thirties was an important force. It was desired at the time to restimulate business activity and prime the economic pump with new housing construction. A mass of subdivisions was brought out which pierced far into the country absorbing farm and estate lands with countless rows of box-like homes which from the air might give the appearance of loaves of bread coming out of a baker's oven. Thus without plan or pattern the larger cities in

ever wider ranges absorbed towns, hamlets, and rural areas.

To summarize, satellite towns, which are the product of decentralization, are parasitic. The high cost of maintenance of the central core that supports the whole metropolitan area is borne by the city, but the revenues and benefits go to the towns at the periphery—each having its own separate fire department, police department, water supply, its own mayor, its own councilmen: all a duplication of the cost of the

city's core.

Every satellite town saps off the buying power, the taxing power, and the vital factors that make for a cohesive, comprehensive, healthy city. This is just as though the United States suddenly lost the taxing power of California and New York through their setting up independent operation, but continued with the central bureaucracy and cost of maintenance of the Army and Navy, and so on. It would not take very long for the United States to go broke on such a basis, and as long as this sort of thing can be done by the satellite towns around the mother city, we are jeopardizing the entire fiscal and political future of our great municipalities.

We might now mention a significant phase of the process of decentralization, namely the suburban or regional shopping center versus the downtown. But before we take a look at this phenomenon and also the decentralization of industry, there are certain facts to be borne in mind.

Decentralization has been going on for a long time. There is not a person in this country who is not either a decentralizee or the progeny of a decentralizee. We have all come from somewhere else—either this generation, our fathers, grandfathers, or our great grandfathers.

Most of us came from the eastern seaboard and these in turn came from somewhere else. They had decentralized. They had come from central Europe, the Slavic countries, Italy, England, from elsewhere. We have been decentralizing since the days on the desert when the nomadic tribes sought greener pastures. And yet the timeless metropolis, the great historic communities of the world, which are able to define what they have to offer to their Nation and to the world commerce, have a virility that seems to be able to withstand all of the departures of their sons and daughters. Even though we have come from France, from Greece, from Germany, from Ireland, there are more of us who return to visit Paris or Rome or Athens or Dublin or London than there are of those who live there and who come to visit us. We come home at times with the impression of terrific and unhappy decadence in the midst of great splendor and beauty in those capitals and important principal cities of Europe. But we are all impressed by one thing: that notwithstanding the vagaries of war, the misfortunes of economic debacle, the problems that have arisen from revolution that the vitality of certain cities of the world seems to be invulnerable.

This is not an invariable thing, of course, but it is well to bear it in mind when one thinks of decentralization. There are many cities of antiquity that have died on the vine, and there are many in our times

in our own country that are dying and will die on the vine.

The question persists: what is going to happen to the central city as a result of decentralized activities? It depends entirely, in my opinion, on what action the city in question takes. The peripheral shopping center followed its trade and has hurt the downtown to a greater or lesser degree. But whatever has happened to the cities they have been asking for it. The suburban trend has been going forward with great momentum and with varied success. The buying power of the decentralized population is unabated, has grown, and the shopping center has reduced the volume of the downtown store and has even threatened its very existence.

There is certainly no across-the-board answer for all cities: each must analyze its own potential and draw its plans accordingly. Many, of course, have neglected rapid transit, adequate parking and adequate zoning. But the highway to the periphery runs both ways. The automobile has no sense of direction. It has no memory. It goes where it is pointed. It is possible, therefore, for the city to recentralize at the

core.

Since generalizations do not fit specific cases, let us take New York as a specific example. We have been suffering from decentralization in New York for over fifty years yet New York has uniquely been able to resist the really serious deleterious effects of decentralization because of several factors. One of them is the shape, terrain, and physical layout of the city—the Island of Manhattan—surrounded by water. The port up to this time has been good, a very important point for the shipment

and receipt of merchandise, the greatest port in the world from the standpoint of travel, with marvelous rail connections. But more important than any of these in holding the city's tissues together is this remarkable rapid transit system called the subway. One can get to and from the central areas of New York quickly, conveniently. Think of what it would cost to put that hole in the ground today!

New York, though, knows decentralization. We have been losing industry for a long time. It is extraordinary how much of it we have lost. In fact, I would say that New York is no longer a great industrial city. People will tell you about the many industries in New York and the several million people who work in them, but for the most part they are service industries and the true definition of an industrial city

no longer applies to New York.

New York discovered that decentralization gave it a unique opportunity, and New York grasped it and made capital of it. It was discovered that in inverse ratio to the decentralization of business, every time a manufacturer would move from any urban area to some place in the rural districts where they had brand new beautiful horizontal plant operations, with fine parking facilities in the midst of new residential communities, it then became necessary for that plant to have: a sales office at some central marked point; a place to buy its goods and raw materials at wholesale levels: communication with its advertising or sales promotion agency if it dealt in branded products; and also it had to have access to large sums of finance. It happens that New York was able to give these factories and these industrial operations all of those things in one city. And as a result there is hardly a manufacturing company, sales company, distributing company, branded products company in the whole of these United States that cannot be found in the Manhattan telephone book.

New York lost its industries paying fifty cents a square foot as industrial occupants, and recaptured their office space, directly or indirectly, at five dollars a square foot. And the pressure for more office space in New York is beyond the fondest dreams, at this moment, of the optimist and blue sky artist. There has been more office construction going on in the City of New York than in any other city or any combination of cities that I know of, and perhaps even the multiple cumulative effort of office construction throughout the United States since World War II hardly equals the total amount of construction that has actually taken place in New York. Thirty million square feet has been built and rented in New York since the war. We sit there with buildings going up so fast that it makes one wonder, and yet we are the only city in the United States where the legislators of the State think that things are so tough that they have to keep a rent law to protect the tenants

from landlords' gouging.

There are no across-the-board answers for cities. But there is one determining principle by which every city and town and community can be guided in its self-analysis. Each city must ask itself: what am I really like? What have I to offer? What are my resources? How can I fit into the economy of the region? Where do I stand in the national orbit? Each city without regard to any other, and casting aside all delusions, must determine where its strength and its weaknesses lie and

then go ahead and make plans for its development.

Take the city of Buffalo as illustrative of this point. Basically, Buffalo is a vibrant city, strong and virile, with a tremendous growth potential, a great urge to expand. The city is strong industrially. It has a reasonable diversification, although not as much as I like to see. If there were more interests owned locally or more interest taken locally in the home industries, probably less of the city's earnings would be siphoned off and spent elsewhere. But Buffalo is most deficient, as I see it, in this respect; it has not devoted much of its time or thinking to the lighter side of life for the people who are its industrial employees.

What to do about it? We have the trend toward shorter hours and more leisure time. I urge upon the many cities across the country in which this situation exists that they take a well located site and, making the most of the desire to eliminate blight, replace it with a development just as important as housing: namely, a play area—a place for recreation. Each city must find the best place for its center of fun and entertainment, and since most have their share of substandard properties close to the central core, the selection should not be difficult. Note the way Pittsburgh is developing its new recreation park, once a railroad yard, at the meeting of the rivers.

I visualize these recreation centers as consisting of a tremendous dance hall, bowling alleys, skating rinks, merry-go-rounds for the children, a swimming pool for the children and one for the adults too—in short, a happy, functionally designed center for dancing and exercise and entertainment. In addition to lifting the morale of the people, such a place would give balance to the labor of the men who make the basis for the city's economy. And they would say, "Let's go to town. Let's have some fun tonight!" People would feel that their city is a

great place to live in, not a great place to get away from.

Curiously enough, such a center would pay for itself. There is no type of investment well conceived and well located and well executed which will pay as high a return in relation to the invested capital as

this sort of thing.

Atlanta, like Buffalo, is virile and dynamic, and is growing out of its breeches. It is a great distributing city—possibly the greatest for its size in the United States except for cities that are seaports. It is blessed with a geographical position beyond the pull of such cities as Chicago, Washington, Philadelphia, New Orleans. Atlanta has no important near-by competition that is going to by-pass it and leave it dying on the vine. Geography makes Atlanta's position safe if its potential is fully exploited.

Atlanta is a great retail market as well as a secondary wholesale market. The position of the city with respect to the many communities within its radius is strong and growing stronger. It can draw as a magnet from farther and farther points, thanks not the least to its merchants, who know how to offer people things that they want. The city is well located from the standpoint of proximity to good labor and raw materials. Since these advantages are correlated with a well integrated transportation system—air, rail, and highway—the city should continue to grow with a strong, diversified industrial expansion in balance with the distributing, light manufacturing, and retail end. The city has everything except water shipping and makes up for that with railways.

But the same thing applies to Atlanta that applies to Buffalo. All work and no play makes Jack a dull boy. Atlanta, in my opinion, has not devoted enough time and thought and investment of capital to entertainment and play. It should wipe out the blighted central area and, as part of the park system, plan a center of fun. Atlanta should also have cultural and theatrical facilities worthy of its potential, and it should have convention and auditorium facilities that can handle

the people whom it will continue to attract and reattract.

This brings us to the heart of the matter—the problem of over-all planning. I am a great believer in planning but a great disbeliever in spot planning. Planning means the cooperation of the private developer and municipal authority. Cooperation furnishes the key. I am not in favor of any city authority going into private real estate business. Planning alone by planners without hard-boiled knowledge of real estate economics means boondoggling and bankruptcy. On the other hand, I would not permit two or three holdouts in an area to stymie a great development which would be in everyone's interest. We need a marriage between government and private capital on a practical, workable basis for the redevelopment of America.

Broadly speaking the United States and its component cities have "come of age." A feeling of destiny and urge for a place in history have become a matter of great public consciousness in which the elective body has issued a mandate towards municipal, state, and federal governments to bring about a fruition of this urge. The slow gathering tide is becoming a rip. Each community is alive to the challenge of the renaissance that faces it. American cities, large and small, feel the urge for a place

in the sun.

Our problem is two-fold: to cure the disease of fluid suburbia, which involves the destruction of the green land, and to make the cities econ-

omically functional and spiritually liveable.

On the first point, the satellite community should be brought together into one urban organism. The test as to whether a community is independent is simple and obvious, and if the community fails to meet the test, then it should be incorporated into the large city. Otherwise the township should retain its independence. This test should be: "Can this community survive, financially, socially, and economically without the benefits from the large city?" Take employment, for example. Does the bulk of employment or earning power and other benefits come from the mother city or is the town a self-reliant, independent community? If the former is the case (which it happens to be in 90 percent of the satellite towns in the immediate vicinity of large cities), then the city

should have the right to incorporate the town.

The net result would be beneficial. We could have integrated roads and highways. We could eliminate duplication of government officials and bring about a vast reduction in repetitive bureaucratic setups. There could be a single taxing power, and there could be truly comprehensive zoning and planning so that the entire area becomes one interrelated unit. As long as we continue growing in the present unrelated pattern where each community imposes its own zoning and controls, its own street system, and where it will do its own taxing and waste its own money and disregard what happens to the central core, just so long as we shall have more and more confiscatory taxes by the central city, and less and less control of central city politics by the general citizenry, who will have abandoned the mother city to ward politics of the lowest order. The eventual result will be financial catastrophe.

On the second point, two eminent forces are at work to cure the problem. One is Title I of the National Housing Act of 1949 as amended—surely one of the most creative pieces of legislation passed by Congress in our times—and the other is the volunteer citizens' group called ACTION—American Council to Improve our Neighborhoods. This group works at the grassroots through local organizations with a view to stopping the growth of slums by house to house improvement. I urge you

to join ACTION in your own home town.

Title I provides for local city agencies which can declare areas substandard. The act implements the declaration with the power of eminent domain whereby local slum clearance commissions can condemn large central core areas of a city. A designation of the type of new redevelopment is then set forth by the local planning officials, and an analysis is made of the sound economic re-use value of the land which has been condemned. Because many buildings of continuing theoretical economic usefulness have to be condemned as part of the clearance program, the total cost of the land is frequently more than its re-use value. Thus a write-down of cost becomes essential in order that redevelopment may take place by private capital. For this reason the Federal government is empowered to contribute two-thirds and the local community contributes one-third. As a part of its one-third share the local community is credited with its investment in utilities, streets, and schools. Thus the cash draw on the cities is relatively negligible. Private capital is then invited to make proposals for purchase of these lands agreeing to redevelop them in accordance with the general concept of the local planning commission. Financing for this redevelopment in the case of

residential areas is either from conventional institutional sources or through government guaranteed first mortgages approved by the F.H.A. It is hoped that this "Operation Bootstrap" marks the elimination of the abomination known as the slum started at what has been considered the best part of the city when originally founded. It is hoped that the redevelopment era upon which the Nation is now embarked will be conducted in an enlightened manner and will repeat as few of the errors of the past as possible.

All of the above results, of course, from the population explosion. It took about the first million years of man's existence on this planet to generate the first billion people extant at one time in the year 1850. The next 100 years brought forth a second billion. The third will be here 25 years hence in 1975. We are witnessing a population explosion. A graph would indicate an index practically vertical in form. Yet the

surface of the earth is finite.

One word on the city of the future. There is nothing wrong with the city that cannot be cured by introducing into its walls something of the

countryside.

Major cities will become more vertical to accomodate the country—to let in the weather, the snow and the sun, to bring to urban man the great rotation of the seasons. The same cube in buildings now covering all the land, block by block, will be retained in higher, more functional, gracious spires looking down on the quiet areas. Children will be able to play again. Highways will cut through, and mechanized parking will be conveniently available. Thus the city will give to man not only the commercial mart, the ideas exchange mart, the cultural mart, but will give back to him the beauty of the country, too.

# Case History of a Plant Location: 1956 vs 1969. Yale & Towne Picks Forrest City; the Implications for Future Plant Requirements

WINTHROP ROCKEFELLER:

Our Presiding Officer this morning is John Stemmons, who is the President of the Industrial Properties Corporation and the Industrial Land Development. In reading through his biography I see he has devoted a great deal of his time and energies to the control of the Trinity River. I think that probably is the reason he looks so well rested at the moment, as in the last five years there has not been very much water to control. But maybe he is being a little more taxed today. And I am sure during those five years of effort as a civic leader and as one interested in community development that he was better prepared for the rise in waters than, unfortunately, we were at Winrock Farms.

I am now going to turn the program over to Mr. Stemmons and let him lead us in the discussion.

## Chairman—JOHN D. STEMMONS President, Industrial Properties Corporation, Dallas

YOU may be assured that we had a catch-up rain in the last three months. We have had just a little more than our yearly average and it came in just ten weeks.

I think that of all the meetings I have attended of this character, yesterday's meeting was one of the finest I have ever attended. Things were brought out in that meeting which I think we can all take home and put to good use.

Like the downtown core that has not undergone its revolution, our industrial development has undergone a part of its revolution and is in the process of that revolution right now.

Industrial decentralization has been taking place now for perhaps two to three decades. The housing of industrial plants and facilities has been changing. And those facilities that were modern ten years ago in some instances are out of date today.

One of the things that I was asked to speak on briefly, in that I have spent most of my life in this type of work, is the so-called planned industrial district. Fifteen years ago there were a score of them. They started in Chicago with the Central and Clearing Districts coming on down to Kansas City with the Fairfax and North Kansas City Districts.

But in the last ten years that number has grown fortunately from perhaps several hundred to several thousand all over the country.

I think it makes a healthy climate for industry, not necessarily for the industry that needs large acreage but for the industry that needs facilities close to the environs of the community. And I think it behooves the community itself, preferably through private enterprise, but the community if necessary through its special committee, to see that a healthy climate is made available for industry in every community.

I have one point that I should like to bring out particularly to you in reference to that matter. Most people in industrial development have the idea that the reason for making an industrial district is to attract new industry into the community. That is important, yes, but I would say that it is much more important that you make a home for industry in your community, that will allow it to operate competitively with industry in the adjacent community. Now I do not mean some big industry. I mean an industry that has sixty people on the payroll in your community—the ABC Brass Works. Sixty people of your community, good citizens in all of the activities of your community, those sixty people have been forgotten. They are operating there in this lost building without the facilities that they need; perhaps without the sanitation, without the water, without the various and sundry modern facilities that they need. They are much more important to your community than a new industry with two hundred employees. I know that many will not believe this but I am convinced of it and I think I can prove it by simple arithmetic.

I am subjecting myself to a good many questions, but this is the major point that I wanted to bring out in this meeting. That is, while it is very important that you be aggressive in your communities to bring in industry—the home industry, the environment that you create for them, allowing them to be competitive in your community, is the most important thing that you can do in the development of an industrial

district.

Ladies and gentlemen, we have today a very fascinating subject to me. We have the case history of the Yale & Towne Manufacturing Company, one of the finest old firms in this country; a case history where this Company came into this part of the country and have established a new plant. Why did they do it?

We have with us Elmer F. Twyman, Vice-President in charge of Handling for Yale & Towne. And he had a great deal to do with the

selection of this site.

Mr. Twyman is a native of Missouri; was educated in the East. He has been with this firm for some thirty years through many mergers and consolidations of companies. I am sure that you all realize that Yale & Towne is the outstanding firm, not only in the manufacture of locks, also in the manufacture of handling equipment, which makes for efficient handling, which is the key word in distribution in industry today.

Mr. Twyman is a resident of New Jersey, a man very, very interested in this subject, who is gladly giving his time to come to you to tell you why, when he came down here, he selected one community instead of

another community.

ELMER F. TWYMAN Vice-President, Yale & Towne Manufacturing Company, New York

THE theme is an exciting one—as exciting as the time in which we live. It touches on one of the great sweeping forces in our national life—the re-discovery of America.

Everywhere around us there are being released new potentials of growth and greatness. Places once thought of as "off limits" to industrial

development are now centers of industrial activity.

In the adventure of re-discovery, we are finding that there is land in all parts of our great country where industry can be established and where it can flourish; we are finding that everywhere there are men and women with skill and aptitude for even the most complex industrial tasks. Our systems of communication and transportation have narrowed the expanses of time and space. Nothing is distant any more, and all Americans are neighbors.

One result of re-discovery has been the continuing dispersal of industry, away from large, concentrated centers, over the length and breadth of the country. In an age of atomic weapons, this, of course, is good for defense and security. But transcending this good are the tremendous benefits that dispersal is creating in fostering economic growth. The decentralization of industry is equalizing prosperity for all.

The Yale & Towne Manufacturing Company is not at all unfamiliar with the process of dispersal and decentralization. Our Company was founded in 1868 in Stamford, Connecticut, and during the early years of its development, it concentrated its operations in that one place. In time, a small plant, with 30 employees, mushroomed into a great sprawling factory of over one million square feet.

In its first venture in decentralization, Yale & Towne separated its lock and hardware operation from its material handling equipment business. The lock and hardware business remained in Stamford. The material handling equipment business was established in Philadelphia. Later, another material handling equipment operation was set up in

Chicago, Illinois.

Decentralization after World War II has been very different. During this period, we, too, joined the adventure of re-discovery. Following a decision to disperse our large, concentrated lock and hardware operation, we set up in quick successive stages several modern single-story factories, geographically far removed from the city in which we started. One factory was build at Salem, Virginia; one at Gallatin, Tennessee; another at Lenoir City, Tennessee; and at present a new one is going up at Monroe, North Carolina. Four new plants, together with a portion of the first one at Stamford, now constitute the Yale Lock and Hardware Division.

In the decentralization program of this Division, we re-discovered some of the essential strengths of America. We found the strength of people. In their own, and perhaps different ways, Small-Town Americans are generous, hospitable and neighborly. They are good people to be among and good people to work with. We found skill and aptitude to be national and not regional characteristics. We found stability among people in small towns—the stability that comes from nearness to the earth. Many of the people who work for us live on adjacent farms. They are purposeful and direct and proud of their capacities. In each place where we have built, we have found all of the elements that make for successful operation; good transportation, good communications, nearness to raw materials and services, and a strong welcome and spirit of cooperation from officials and civic leaders. We found, in effect, that no place is far away in America.

Somewhat more recently, our Company adopted a program involving the expansion of the Yale Materials Handling Equipment Division. Until very recently, Yale & Towne has produced domestically its entire lines of Yale material handling equipment at our large, modern plant at Philadelphia, Pennsylvania. This plant is a single-story structure, seventeen acres under roof, and has been the manufacturing center in the United States of all Yale-brand industrial lift trucks, ranging in capacities from 1,500 pounds to 160,000 pounds, all Yale hand trucks, and all Yale electric and hand hoists.

The material handling equipment business, which accounts for about 70 percent of Yale & Towne's total volume of sales, is now in a period of world-wide growth. Even our large Philadelphia plant does not have the capacity to expand its production to meet our growing requirements. We had two choices: either to increase the physical capacity of the Philadelphia plant or to build afresh in other places. We decided upon building afresh in other places. This decision was not hard to come by because we have had, as I have described, good and rewarding experiences in going forward to new places.

Our plan called for the construction in 1957 of two new plants. One of these was to be for the manufacture of a new line of heavy-duty Yale industrial lift trucks and to serve, as well, as the manufacturing center for our complete line for the far western market. This plant has been constructed in San Leandro, California, and it is now entering production.

The second new plant was to be the manufacturing center in the United States of the complete lines of Yale hand hoists and Yale hand trucks. These products are known the world over and are among the most universally used production and distribution tools. This second new plant was also to serve two other important purposes: on one hand, it was planned to be the mid-continent parts depot out of which we could serve our customers in the large central area of the United States with parts for all types of Yale equipment; and it was also planned that this new facility was to be our mid-continent show place for the entire lines of Yale material handling equipment.

It was not too difficult to set down generally a description of a place that would best serve these purposes. The place had to be centrally located, between the Atlantic Ocean and the Rocky Mountains, and between our northern and southern borders. It had to be adjacent to arterial roads, and near railroad centers and air transportation. It had to have access to a work force. It had to have within easy reach all of the service organizations without which an industrial enterprise cannot function. These include good banking facilities, competent practitioners of the learned professions, skilled mechanics, truck services, suppliers of various types of materials and many others.

Experience has convinced us of the superlative advantages of the small city or town. As a matter of course, we did survey the possibilities of the mid-continent large urban centers, but we rejected them. Congestion alone around the available sites and the limitations it produces on fast, economical movement was enough to cause this, although there

were other reasons as well.

We then surveyed rather extensive areas in Tennessee, Missouri, and Arkansas, and finally reduced our list of possible sites to a manageable number of six or seven. The place we selected was Forrest City, Arkansas. I am not going to tell you why we rejected other places. I am going to tell you why we selected Forrest City and what had to be accomplished before that selection was finalized.

Forrest City is a community of about 8,000 people. It is located approximately 36 miles West of Memphis, Tennessee. The community has been the center of a substantial farming area and has not been industrialized to any degree up to the present time. Mechanization of farming and other changes in the economics of agriculture have made it difficult for many people in the area to earn a sufficient living from the land. Many of them while living on their farms have taken jobs in industry in surrounding communities. Thus, there is a segment of the population which has had industrial experience.

Forrest City can also draw on the skilled labor supply of Memphis, as well as of nearby towns, some of which have been partially industrialized. Studies made by the Forrest City office of the Arkansas Employment Commission were optimistic as to the labor potential, especially that adaptable to our requirements. Our own analysis has confirmed

the data compiled by the Commission.

So, the first prerequisite for a new enterprise was there. Then we wanted to know what kind of a community we would enter. We looked at it—and not casually by any means—and what we saw we liked. Everywhere in Forrest City we met good people. Officials and civic leaders eager to cooperate with us—our future neighbors, decent and sensible folk, hospitable and generous of spirit. The community facilities include a number of good churches and schools and a small country club. In addition, ground has been broken for a new hospital. These elements are extremely important especially in terms of the management and

technical personnel who will come to Forrest City from other locations to live.

We found Forrest City located on two railroads, the Chicago, Rock Island and Pacific Railroad, and the Missouri Pacific Railroad. In addition, there are seven major truck lines providing daily services both day and night to all major terminal points. Forrest City is also only 45 minutes from the terminal points in downtown Memphis and only one hour from the Memphis Airport.

There are two soundly operated, well financed banks in Forrest

City, a healthy business district and good residential sections.

Forrest City seemed the answer as far as many major requirements were concerned. The labor potential appeared sufficient; the population decent and industrious; existing community facilities were fine and more were coming; rail, overland truck, and air transportation sufficiently accessible. The community itself was certainly the kind in which Yale & Towne would be proud to be accepted as a neighbor.

Three excellent sites were found suitable for the facility we planned to build. The site we selected as best was just outside the city limits. It was on a possible right-of-way of the new express highway stretching 35 miles from West Memphis. This is a link in the 41,000-mile network

of inter-regional expressways.

From our point of view, two requirements had to be met before we would commit ourselves to this Forrest City site. The first was a firm commitment that the four-lane expressway would be staked through Forrest City on a right of way contiguous with our site. We were not trying to drive a hard bargain. The closest possible availability of the new highway network was considered by us to be not only desirable but imperative. Other communities in other States had this availability open to us. The second requirement was annexation of the site by the city so that essential municipal services would be available to us and that an industrial zoning code adopted by the city could be enforced.

Experience has convinced us of the superlative advantages of a small city or town. As a matter of course we did survey the large mid-conti-

nent urban centers, but we rejected them.

Let me say at this point that the staking out of the highway alongside the new site created difficult problems for State Highway Director Herbert Eldridge, and Mr. Rockefeller and his associates on the Arkansas Industrial Development Commission. The problems, I am happy to say, were not the kind that make tempers fly. In due course, and through the cooperation of the Governor, the sage counselling of Will Campbell, who is Chairman of the National Bank of Eastern Arkansas, the energetic assistance of Bill Rock and Bill Swald of the State Development Commission, and of Knox Kinney, president of the Forrest City Chamber of Commerce, and other good friends and citizens, the highway issue was resolved and the State Director confirmed that the right-of-way would pass by our site. Interstate Route 092 would then become a sure way of reaching the Forrest City Plant of the Yale

& Towne Manufacturing Company.

As for annexation of the site by the city, this requirement was met through action of the community and through the wise cooperation of public officials, civic leaders, and the Chamber of Commerce. Concomitantly, we received assurance of water, sewerage, and other essential facilities. For example, a right-of-way was granted the Missouri Pacific Railroad Company for the construction of a spur line to the plant.

Many matters of varying degrees of importance had to be resolved. It is no simple affair to break ground for industry for the first time in a place and to help a community open the door for the first time to a new era. All of Forrest City cooperated with us, I am sure out of a profound sense of awareness of how important our coming there would be for them as well as for us. One above all deserves special mention. That is a sensible code of industrial zoning, which we asked for and which we got.

We asked for a zoning code to be adopted not because we wanted to be difficult but because we know how a thing begins determines what it will become in the future. We want our plant to operate as other plants will want to operate, in a clean, healthy and beautiful atmosphere. One of the reasons we go to the trouble of landscaping our grounds is to contribute to the appearance of the place where our people work. To protect the quality of our environment, we asked for restrictions against all those obvious things that could water down that quality. Our work environment will not be spoiled by forces which in short time make slums and shanty towns out of prosperous areas. We do not want a dance hall or a saloon across the road from us. We do not want factories crowding each other for breathing space. We want our people to be able to work and work well in a clean and wholesome atmosphere. I should say that we know from experience the opposite retards efficiency and keeps people from achieving their best.

Main Street of today is not always a pretty sight. Merchants and service enterprises crowd the edges of highways with signs and bill-boards, grasping at the passing traffic for a share of business. This desecration of the countryside, when it happens, has a tendency to extend farther and farther out of town. The town itself surrenders its standards of appearance. We have all seen this happen in too many

places. We do not want it to happen to "Main Street-1969".

We discussed this problem with the responsible civic leaders of Forrest City because we believe industrial zoning will not hold up against this sort of desecration. There must also be a larger sense of community appearance. The question had already been a concern of our future neighbors, and we received assurances that adequate steps would be taken through zoning and community action to beautify the city, and raise the general level of its appearance. Later this morning, I believe Knox Kinney will tell you something of this program.

The industrial zoning regulations set up by Forrest City compare in form and purpose with those adopted by many of the new industrial centers of the United States. Many more places will adopt similar regulations, and in the end "Main Street—1969" will breathe easier and freer and will be more beautiful than the Main Street of the past.

The re-discovery of America, which will be aided so well by 41,000 miles of inter-regional expressways, is also bearing with it a dedication to the natural beauty of our country. The industrial plants to be fed by this arterial system are of a new time, designed of a new architecture, and built of new kinds of materials. They will not be places from which future generations will want to flee.

Our plant at Forrest City will obviously mean very much to the economic growth of the community. Our annual payroll will be large and will be spent, to a great extent, in and around Forrest City. We will become an important market for the goods and services of our neighbors. We will try to be good corporate citizens, and our people will certainly do their best to become energetic participants in the organizations and activities that are dedicated to community well being.

In addition to all this, the plant itself is designed, in its physical appearance, to achieve an aesthetic impact, to make our City not only more prosperous but more beautiful. It is to be a one-story plant of 152,000 square feet, well landscaped, modern in feeling, open and airy, with much of its front in glass. A terrace running the length of the foreground of the plant will serve as an outdoor display area, not only for the products made at the plant, but for representative examples of Yale lift trucks. We do not pretend to offer it as a criterion for future plant developments, but we hope that others who follow us to Forrest City will have standards of form and appearance at least as high as ours. "Main Street—1969" to be good must be good to look at.

Very soon now, the Forrest City Plant of Yale & Towne will be in operation. Our company will have expanded approximately \$4,000,000 to place this facility into full production. To it will come businessmen from many places and many States. And out of it will go to the world an important line of such products as Yale hand hoists and hand trucks. In time, these products made at Forrest City will be used by men and women throughout the United States and abroad. They will be known as products of Forrest City, Arkansas, and products of the skilled hands of the men and women of Forrest City.

When our new plant is completed, it will be one of 17 manufacturing plants of the Yale & Towne Manufacturing Company. It will, however, be the first in Forrest City. If others follow us to that place, they will find there the same qualities of character and good will which we found. In the long run, it is because of such qualities, because of human beings of character and dignity, that the dream of "Main Street—1969" will be fulfilled.

### CHAIRMAN JOHN STEMMONS:

'MAIN STREET—1969" yes, now that the 41,000 miles of Interstate Highway are being built in this country, two requisites this great old firm asked of this community: one, it wanted to be on Main Street, and, two, it wanted to be a good neighbor.

Yale & Towne did not go out into the environs and the hinterland; it wanted to be annexed to the city. Mr. Twyman says "Our City". Now he is a part of that community. He wanted zoning; he wanted the facilities that are required, which are the Community's obligation.

I give you his neighbor from Our City, the president of the Chamber of Commerce in Forrest City, Mr. Knox Kinney, native of Arkansas, member of the Legislature for several terms, active in all civic matters pertaining not only to Forrest City, but to the entire State; an Attorney, a man well qualified to come and tell you what this community did to make Forrest City, our city, with Yale & Towne.

# KNOX B. KINNEY: Attorney, Forrest City, Arkansas

F COURSE, we in Forrest City recognize that even to be here at this time and to meet with so distinguished an assemblage is an unprecedented privilege. To present to you the story of the location by the Yale & Towne Manufacturing Company of its Mid-Continent Plant in Forrest City carries with it a commission from every man, woman and child of our community and of our State to bring to you good tidings of their economic accomplishment. For the selection of Forrest City by Yale & Towne as a materials handling center for the entire Nation has brought to our city and, indeed, to all of Arkansas, a new era of promise. Think back to the day following the Civil War when General Nathan Bedford Forrest led a struggling multitude of Irish Laborers and Chinese Coolies who cut a path, with pick and shovel, through the steep earth of Crowley's Ridge, for the railroad to open up the Western Empire. If only he then could have known that in this time at the site of his camp in the city which bears his name would be established a mighty industry by one of our Nation's greatest corporations, an industry dedicated to free men from back breaking toil.

Let me tell you something about Forrest City and about its background. Forrest City had grown and prospered with virtually no manufacturing industry. Its economy had been founded upon the products of its fertile farm lands, upon its strategic location as a commercial and financial center, and upon the ingenuity of its people. While many other towns remained relatively static, Forrest City doubled its population in the decade following World War II. It provided homes for its people and opportunities for Veterans returning from that War, and for many who left the farm to work in town.

Yet Forrest City became uncomfortably aware at the mid-point of the Twentieth Century that its progress had encountered the seemingly insuperable barrier of a technology in which machines rapidly began to replace manpower on its surrounding farms. Previously a good harvest on the farm had meant a good year for the business man in the city. But good crops now came bringing a rude recognition that mechanical cotton pickers do not require groceries, nor do tractors wear clothing. In the midst of a national prosperity, a penetrating technological depression settled heavily upon Eastern Arkansas.

A re-evaluation based upon necessity was begun on every hand. A great challenge was seen. The cry went up, and that cry was—Industry!

Forrest City recognized that its greatest hope of industrial development lay through complete cooperation with the newly formed Arkansas Industrial Development Commission, under the chairmanship of Winthrop Rockefeller. A group from the Forrest City Chamber of Commerce went before the Industrial Commission, and said, "Tell us what to do, and we will do it. We must obtain industry!"

Forrest City was told first to prepare its own balance sheet. This is not as easy a task as might at first appear. Those who have lived and grown up in one place know how readily they can project its assets, but how difficult it sometimes may be to wrestle with, or even to impartially recognize its liabilities. But it was done.

Forrest City lacked adequate hospital and medical facilities. Leaders of the Chamber of Commerce went to work under the presidency of Dick Wilson, and the million dollar Forrest Memorial Hospital, now under construction, was obtained, with federal grants-in-aid to serve the city and county. Forrest City lacked adequate factual information, on its industrial labor potential. A scientific labor survey was undertaken which disclosed that within a twenty-five mile radius lived fourteen thousand persons who would prefer industrial employment to their present occupations.

Other statistical qualifications were compiled and catalogued. New industrial brochures were prepared. Industrial sites were secured. The city became prepared for progress and knew it must come.

It was in May of 1956 that the Arkansas Industrial Development Commission brought to Forrest City a capable observer who asked searching questions, and obtained factual answers. That man was George A. Wulf, assistant to Vice-President, Elmer F. Twyman of the Yale & Towne Manufacturing Company. A survey was being made by the Company of several prospective locations for a Mid-Continent Plant. Mr. Wulf was courteous. Mr. Wulf was considerate. He also was noncommittal.

The AIDC could tell us only that a preliminary survey was being made. We were not told what other towns were under consideration. The identity of the prospect was kept confidential.

We were delighted when, on July 31, 1956, Mr. Wulf returned to Forrest City accompanied, this time, by Mr. Twyman, Vice-President in charge of all of Yale & Towne's vast materials handling operations.

All were immediately struck with the responsibility and attainments of Mr. Twyman. He outlined to us the plans of his company to establish a multi-million-dollar materials handling industry in the Mid-South area in a community which could meet the requirements of Yale & Towne. We felt instinctively that his discernment would determine the selection of that community. Mr. Twyman left to inspect other prospective locations.

It was shortly after this visit that Forrest City was advised of Yale & Towne's specific requirements for its Mid-Continent Plant. Yale & Towne required within fifty miles of Memphis: (1) A location on the proposed new Federal Interstate Expressway; (2) Land for its plant with utilities and municipal services; (3) Comprehensive planning and

zoning for the growth and protection of the entire community.

We must confess that at first it seemed to us somewhat anomalous, this emphasis on community planning stemming from the industry itself. We had not, possibly, sufficiently calculated the concept of blueribbon industry, industry that could construct an ultra modern plant as pleasingly architecturally as it was efficient functionally, a plant that would be as up to date in its design and aesthetics as Main Street 1969, an industry as proud of its appearance as of its product, and desirous that its surroundings remain of equal standard.

Following dissemination of these requirements, the Board of Directors of the Forrest City Chamber of Commerce unanimously resolved

to meet every requirement of Yale & Towne.

Legal title to the preferred plant site was tendered to the Company at its executive offices in New York. A Planning and Zoning Commission was organized, and members appointed by Mayor J. R. Porter. Annexation of territory and extension of municipal services and utilities

were commenced by the city administration.

The greatest problem appeared to be the fixing of the Interstate Highway location, a highway not then even on the engineering drawing boards. Numerous conferences were undertaken with the State Highway Department which was then programming the route of the Interstate System between Memphis and Little Rock. Would the Highway Department fix permanently the location of the Interstate Expressway at the south boundary of the plant site of Yale & Towne? Arkansas' Governor Orval E. Faubus, former Governor Francis Cherry, members of the State Highway Commission, members of the Arkansas Industrial Development Commission, citizens of Forrest City, all wrestled with the problem of fixing the location of a highway intersection not yet determined.

It seemed once that the Mid-Continent Plant might be lost, not alone for Forrest City, but for the State as well, as it became apparent that Forrest City was the only city in Arkansas which could meet the stated requirements of Yale & Towne. Time with which to meet those

requirements was running out.

Then, on September 25, 1956, George A. Wulf and John W. Mershon, Engineer for Yale & Towne, flew from New York to Little Rock to meet jointly with the State Highway Commission, the Arkansas Industrial Development Commission, and representatives of the Forrest City Chamber of Commerce.

At this meeting, held at the Albert Pike Hotel, in Little Rock, a resolution was approved by the State Highway Commission and Yale & Towne fixing the interchange location of the Federal Interstate Expressway at its intersection with State Highway No. 1, the plant site

of Yale & Towne.

On Thursday, September 27, 1956, at the executive offices of the company in the Chrysler Building, New York, the Board of Directors of the Yale & Towne Manufacturing Company announced its decision to establish its four million dollar Mid-Continent Plant in Forrest City, Arkansas, and this news went out over teletype throughout the Nation.

Construction of the 152,000 square foot, four-million-dollar Mid-Continent Plant is now well under way, and a training school is today

preparing local personnel for the technology of their new jobs.

The effect of the locations of the Mid-Continent Plant upon the business community of Forrest City has been instantaneous and revolutionary. A former possibility of failure was replaced with an atmosphere of optimism and development. Worn business buildings are being remodeled and renovated. New homes are springing up for the executive and supervisory personnel which will be moved to Forrest City from Philadelphia. New subdivisions have been formed to provide modern, attractive homes in which the four hundred employees of the Mid-Continent Plant may live and prosper in a growing suburban community.

To protect this development, and to assure that possible overreaching by a few will not supplant a harmonious development of the whole, Forrest City is now engaged in the most comprehensive planning and zoning program in its history. Functional divisions of the city have been established. The forward looking city administration has obtained the best professional planning assistance through the City Planning Division of the University of Arkansas, with grants-in-aid obtained from the Federal Government.

Civic leaders have taken far-reaching steps to assure that Forrest City will remain the type of community in which blue ribbon industry will be proud to locate. Interim prohibitory zoning now protects the route of the Interstate Expressway. The three-hundred-acre Forrest City Industrial Park, on the main line of the Missouri Pacific Railroad, the Federal Interstate Expressway, and State Highway No. 1, proudly number the Yale & Towne Manufacturing Company as its first resident, and guarantee through planning and restriction that further in-

dustrial development will be of the standard of the Mid-Continent Plant.

Main Street 1969 will find the Yale & Towne Mid-Continent Plant standing proudly upon the Expressway of the Nation, on which countless thousands of Americans will pass to admire a superlative industry in a model community, made such by the vision and accomplishment of men such as Elmer F. Twyman, the men of the Arkansas Industrial Development Commission, the State Highway Commission and the civic and financial leaders of Forrest City.

For a brief moment, let us take on the mantle of the seer, and consider the meaning to Forrest City of the addition of Yale & Towne's four hundred new industrial jobs to its economy. It means that 1,584 more people will live in Forrest City. There will be 448 more households. Our schools will educate 204 more children. The Yale & Towne payroll will produce in the community \$2,360,000 more personal income per year. Forrest City's two banks will receive \$1,080,000 more in bank deposits. There will be 428 more passenger car registrations, 1,096 more workers employed, and 16 more retail establishments. There will be for the merchants \$1,440,000 more retail sales per year.

These figures are not visionary. They are not dreams. They are proven statistics furnished by the United States Chamber of Commerce. They are, if anything, extremely conservative. They represent the addition to the economic base provided by the location of the Mid-Continent Plant in Forrest City. The economic base has been expanded, not alone of Forrest City, but of all the land for fifty miles around.

Half a State has been revolutionized by the decision of the Yale & Towne Manufacturing Company to locate its Mid-Continent Plant in Forrest City. Arkansas has experienced great industrial development, particularly through the endeavors of the Arkansas Industrial Development Commission and the genius of its chairman, Winthrop Rockefeller. But Arkansas is especially proud of Yale & Towne, for the Mid-Continent Plant represents the standard, not alone for Forrest City, but for the entire State of Arkansas.

The Mid-Continent Plant comes as the result of the efforts, the talents, and the resources of many men. First, of course, it comes as the direct result of the far-sighted leadership of the Yale & Towne Manufacturing Company, the management determinations of its President, Gilbert W. Chapman, its Vice-President, Elmer F. Twyman, and its Board of Directors. It results from the executive efficiency of men such as George A. Wulf and John W. Mershon. It results from the ownership of the 7,500 shareholders of the company and their confidence in its future in a free world.

In Arkansas, it results from the abilities of Winthrop Rockefeller and the Arkansas Industrial Development Commission, its Executive Secretary, William P. Rock, and Chief of Development, William R. Ewald. It results from the good offices of Governor Faubus and the

cooperation of the Arkansas State Highway Commission, and its

Executive Director, Herbert Eldridge.

In Forrest City, it results from the work and action of many people, the members and directors of the Chamber of Commerce, the City Administration, the business men and merchants who, under the untiring leadership of then Vice-President Bill Fogg, now President, provided the resources to fulfill Forrest City's requirements. Especially must I mention the capacities of County Judge M. D. Clark who, with his intimate knowledge of highway problems and affairs, was so effectual in negotiating a composition of the required right-of-way, and I must recognize the unfailing leadership and confidence of W. W. Campbell, Chairman of the National Bank of Eastern Arkansas, and Vice-Chairman of the Arkansas Industrial Development Commission, who, upon recognizing that Yale & Towne intended to locate in Forrest City or not in Arkansas at all, devoted his entire energies and abilities to successful location of the Mid-Continent Plant.

In prospect, we are limited only by our belief in envisioning Main Street 1969. In conjecture, we might say that we can envision two streets. One, a low road leading through rural, commercial and industrial slums, blighting the land with aesthetic and economic poverty. The other, a splendid highway passing through a smiling countryside, with attractive businesses and handsome industries sustaining an effective people. In partnership with Yale & Towne, we know in Forrest City which road we travel. With such men as our helpers, we shall reach our goal.

This is the Forrest City story. We invite you to make it your own.

#### CHAIRMAN JOHN STEMMONS:

Mr. Kinney has told us about the Forrest City experience.

Now, all of us wonder how we are going to find these manufacturers as they flock around the country seeking a location. Generally speaking, you will find that manufacturers seeking sites try to make it confidential as they come into an area, but by 9:15 coffee time everybody in town knows that they are there.

When you play a game like this, though, you are going to have a winner and a loser, and we have a good loser here today who is going to

tell us why in his opinion he lost.

Jack Rich has been in the development business in West Memphis, for some thirty years, has been an active builder and president of the Chamber of Commerce. He, too, is interested in merchandising his community.

It is a blow when a plum like this is lost, but I feel sure, having talked with Mr. Rich this morning, that West Memphis is going to merchandise its community and when the next one comes along there is going to be a little rougher competition.

JACK W. RICH, Chairman, Bank of West Memphis, West Memphis, Arkansas

As you have seen and heard, I am from West Memphis, which is in Crittenden County on the east side of the State, extreme east side, too far from Little Rock to command much attention and our neighbor across the River, Memphis, Tennessee, will have no part of us. So we are sometimes known as the independent free State of Crittenden. This is, however, not by our choosing, as we would like to be a part of both communities.

I have been asked to tell you why Yale & Towne turned West Memphis down as a possible site for its plant. I am unable to do this because I do not know of my own knowledge exactly why were we passed up. We tried hard to meet Yale & Towne's rigid zoning and planning requirements by submitting data and offering everything in our power to obtain that industry. Actually, I do not believe we were too seriously considered for this fine plant.

We do not know except in a general way where we failed. Yale & Towne's requirements were never entirely spelled out to us because as I say I do not believe we were as seriously considered as some other communities. We were ready, able and willing, however, and still feel

that we could have met all those requirements.

We have been told that two night clubs situated near one of their desirable sites kept Yale & Towne away, yet that same industry leasted in Forcest City.

located in Forrest City.

Let me tell you this. It's nothing new for West Memphis to lose an industry. We lost Dixon Yates after ground had been broken and \$3,000,000 spent. We consider ourselves an authority on how to lose a

plant.

We have been told that lack of planning or a planning program for the city and county made it impossible to obtain Yale & Towne. Actually, West Memphis has now and has had for many years, one of the few in the State, a very fine zoning, major street and city plan which has been of great help toward the development within the city limits. No county plan existed at that time. We had no law to enforce a county plan.

Forrest City had no such plan; however, they are now working toward planning and gave Yale & Towne these assurances. Some of you planners may not like this, but as a matter of fact, how many of the two hundred or more industries located in Arkansas in the last two years located in communities with adequate city and county plans? I liberally guess about ten, yet I believe planning is the answer.

So, as has been the case many times, we are unable to say just why we lost Yale & Towne, but we congratulate Forrest City, where my brother, Raleigh Rich, is now the Mayor. We feel that any industry

located in Arkansas benefits us.

It probably isn't apropos to inject the problems of my small community into such a nationally important conference as this, but at the risk of boring you and because I know our community best, I will con-

fine my remarks to West Memphis.

Actually, some of our difficulties may fit your community also. Why is it that industry passes West Memphis by? We have three major railroads, all major highways, river transportation, east side freight rates in most cases, hospitals, banks, truck transportation, schools, churches, country clubs and many other things. Adequate electric power, cheap land, adequate labor supply; we do not have a labor union yet. We maintain an active Chamber of Commerce and our citizens contribute of their time and money. We employed an industrial engineer—paid him \$50,000 for four years work. We get many prospects but no sales

except some light industry.

We believe our Memphis competition is our greatest obstacle. And let me tell you this, people of Arkansas, Memphis is competition to all of you in obtaining industry. Any industry interested in West Memphis is also interested in Memphis. Memphis offers ready made, fully developed industrial sites at very reasonable cost. It has the continuing services of Harland Bartholomew and Associates, one of the Nation's better-known planning firms. Memphis and Shelby County have a very fine Planning Commission composed of the city's business leaders and an adequate law to enforce its plan. Obviously, planning is the answer. In addition to Harland Bartholomew and Associates, the City of Memphis and Shelby County have now employed the firm of G. A. Heft & Company, New Orleans, to make an industrial survey at a cost of \$88,000. The same firm is being employed by Memphis to make a Rail Transportation Survey at a cost of \$75,000.

In some cases we have been told by industry that we were too close to Memphis. That the same labor trouble industry contends with in Memphis would reach over into Arkansas in West Memphis, while locating further over in Arkansas the industry might escape some labor trouble. We do not have a labor union in West Memphis at this time

but we do not have a major industry either.

One of our great obstacles in planning our county and community has been the lack of cooperation from non-resident land owners. Our new County Planning Commission soon to be appointed under an act

of the 1957 Legislature will take care of this problem.

Non-resident land owners are usually not interested in the community. The night clubs and other eyesores on our highways and streets have been provided by these non-residents for the sake of a few dollars monthly rental income. We have been unable to convince them that they stand in their own light and damage their own land when they do that. Voluntary cooperation has failed with us entirely. As a matter of fact, some of these non-resident landowners are already planning a fight against our new County Planning Commission.

We will keep up our efforts and with our great potential we feel that we may yet be an industrial center. We have employed Harold Wise and Associates to plan our community along the lines outlined by industry. This is at a cost of \$32,000, and is being handled through Mr. Barnes, University of Arkansas, who has been very helpful in offering his cooperation to West Memphis. No more night clubs will be built, and if some good industry like Yale & Towne will give the word, we will demolish the two that are now operating.

We do not apologize. Our record is actually one of which we are proud. But we do have a big job ahead of us. We do not ask you to accept excuses nor do we want to convey a defeatist attitude and try to justify our failure rather than to seek a solution. There seems to be no basic rule but every case seems to stand on its own.

When our overall plan is completed by Wise and Associates and our County Planning Commission starts functioning, we expect much better results. My observation after many hours of negotiation working with industrial prospects is that a ready-made already-developed industrial site would be the best answer to our problem.

A good prospect recently told me that if we had a large acreage with sewers, utilities, paved streets, railroads already built, he would have located with us and paid a good price for the land whereas we offered him five or ten acres of farm land free. This industry went to President's Island in Memphis and paid \$6,000 an acre with no form of contribution from Memphis or Shelby County. President's Island, as you know, has been developed by Memphis and the Federal Government. A wide expense of acreage with paved streets and several railroads and harbor facilities exists as well as all the utilities. In other words, they have a sub-division for industry developed and ready to go. That is another one of our goals. I think you have something like that in Little Rock.

If you know some investor who would like to make a fortune in real estate send him to us. This is an open invitation to Mr. Zeckendorf and to Mr. Rockefeller. We have the best industrial property in the South, a thousand acres bounded on two sides by major railroads and split down the middle by a six-lane major highway, Mississippi River nearby, within four miles or six minutes of Memphis Main Street and the heart of West Memphis.

This very week a plant employing sixty people and ten or twelve office personnel is interested in a 20,000 foot building if it could be delivered in forty-five days. We could do it if our subdivision were ready.

West Memphis in Crittenden County has shown a phenomenal growth from 800 people in 1930 to 18,000 people in 1957. Crittenden County has shown a 10 percent growth against a 12 percent loss for the entire State in population. Ours, however, has been residential growth. This is undesirable without a proportionate amount of commercial and industrial growth as it creates a great financial burden on many of our institutions. Residences do not produce sufficient tax income to carry themselves.

At this time I would like to convey to Governor Faubus and the Arkansas Industrial Commission the sincere thanks of West Memphis and Crittenden County for their efforts on our behalf. With the kind of work Mr. Rockefeller, Mr. Ewald and the entire staff is performing, Arkansas has and will continue to grow industrially.

We are indeed fortunate to have as almost our Number One citizen, Mr. Winthrop Rockefeller, who is devoting his time and money to the

development of Arkansas.

We feel that some attention should be devoted to making industry happy in Arkansas after it locates here. Yale & Towne has selected one of the finest communities in the State for its plant; and we know that the people of Forrest City will make them welcome.

## CHAIRMAN JOHN STEMMONS:

Environment is important; especially environment created by the merchandising of the community itself. I have one more thing I would like to call to your particular attention: 41,000 miles of Interstate Highways throughout the breadth of this land, in many cases running parallel and adjacent to a railroad. You, as people interested in planning, should see to it through your State Highway Department and through the United States Bureau of Public Roads, that rail access is made available to good industrial land adjacent to the highways. Once the highways are built, if you have land that is succeptible to industrial use, it is no longer a desirable industrial site unless there is a spur to supply the industry with rail facilities.

Now we are going into a tremendous program—a highway program. I think it is going to change the whole pattern of this country. And unless we make that point clear to the people who are building this system, then a very large percentage of the industrial property that can be used for industrial use in the next few decades is going to be made

absolutely unfit for industry.

I hope that each of you will take that to heart. I hope that General Prentiss this afternoon will touch on the subject. It is tremendously important and now is the time for you to act and act with the people at your state level. I would like to call your attention to a fact-finding group of the Society of Industrial Realtors composed of about five hundred specialists in industrial work throughout the country; men who do nothing but find sites for industry.

# 41.000 Miles to Tomorrow An Exploration of America's New Main Street. Scheduled for Completion in 1969

GORDON C. WITTENBERG:

I T IS time now to look ahead—41,000 miles ahead—which brings us to this existing session, 41,000 Miles to Tomorrow.

It is my pleasure to introduce your Chairman for this meeting. He is a native of Washington, D. C., a graduate of the Colorado School of Mines, a retired Major General of the United States Army, with 35 years of distinguished military service which reads like a book. As Southwestern Division Engineer for the Corps of Engineers he organized and was the first Chairman of the Arkansas, White and Red River Basins, an accomplishment which is of particular interest to people of this area. He has served on the National Capital Planning Commission, the National Capital Regional Planning Council and was Engineer Commissioner of the District of Columbia. It is wonderful to have such a dynamic Chairman. I am sure he will do a masterful job as Chairman of this session on 41,000 Miles to Tomorrow. It is a very great pleasure to present to you General Louis W. Prentiss.

MAJOR GENERAL LOUIS W. PRENTISS, U.S.A. Ret., Executive Vice-President, American Road Builders' Association, Washington, D. C.

I HAD the privilege and the pleasure of appearing once before at a convention of American Planning and Civic Association held in Louisville, Kentucky about six or seven years ago. And I am honored to be invited to appear here today.

I do not believe that people realize the implications of a highway construction program as great as this one now authorized and now under way. Last year when the legislation was about to be passed I thought it would be a good idea for me, an ex-engineer officer, to gain a prospective of the size of the program with which we were faced.

When I was here in the Southwestern Division at Dallas and we were building 15 dams at one time, and we had 15 dams and reservoirs completed and in operation, I thought that we had a pretty big construction program for the Southwest. And what we are doing here in the Southwest was being duplicated all over the United States in the different major watersheds. So I checked with the Office of the Chief of Engineers to find out how much money they had been spending and I found out that in 129 years of improvement of the harbors and the rivers of the United States, the Corps of Engineers had appropriated 2½ billion dollars. And in the 20 years after the passage of the Flood Control Act of 1936 the Corps of Engineers had appropriated 4 billion dollars for multiple purpose dams, floodways, and levees, or a total of

6½ billion dollars as of July 1, 1956. This year they got another \$600,000,000; so we can say that in the last 129 years the Corps of Engineers had expended approximately 7 billion dollars as compared with the Interstate Highway program of 51 billion dollars for the next 13 to 15 years, plus an additional 50 billion dollars for all roads and streets in the United States other than the Interstate Highway program for the same period of time, or a total expenditure of 8½ billion dollars per year during the peak years of our total road building program in the United States.

This made me realize that this highway program is going to have a terrific impact on the future of the United States not only from the viewpoint of national and civic defense but upon its economic growth affecting every section of our whole country.

We have a group of experts on this panel today who will talk to you of the different aspects of this program and the impact it is going to make. The first of our speakers today is a man who made a special effort to hurry back from Paris to get here. Mr. Curtiss of the United States Bureau of Public Roads, is a native of Michigan, a graduate of Michigan State University with additional degrees from Columbia University and Iowa State College. After serving his apprenticeship in the highways department of Michigan and Iowa he went into the Army Corps of Engineers during World War I where he acquired the title of Captain and he is affectionately called "Cap" Curtiss by everybody in Washington who knows him.

When he left the Army he went into the Bureau of Public Roads in 1919 where he has risen to the very top. He has a tremendous job to do. It is my pleasure to present to you "Cap" Curtiss.

C. D. CURTISS, Commissioner of Public Roads, U. S. Department of Commerce, Washington, D. C.

T WOULD be difficult to select a more timely subject and I welcome

I the opportunity of discussing it with you today.

This meeting is unique. Not because it deals with the future for that is the essence of all planning, but because for the first time this national planning organization can speak with real confidence about highway transportation 15 or 20 years in advance.

That, of course, is the real meaning of the Federal-Aid Highway Act of 1956. By the same token, this epoch-making legislation lends new significance to almost every phase of city and regional planning. Even a glance at the agenda for this conference makes that fact abundantly clear.

You are all familiar with the often-quoted words of that distinguished architect and city planner, Daniel H. Burnham:

Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency. Remember that our sons and grandsons are going to do things that would stagger us. Let your watchword be order and your beacon beauty.

I am sure that if Mr. Burnham were with us today he would agree that the "Grand Plan" proposed by President Eisenhower to the Governor's Conference in 1954 and implemented by the United States Congress in the Federal-Aid Highway Act of 1956 is "no little plan" and that it does have the "magic to stir men's blood." But more of the 1956 Act later.

Highway planning is not new, of course, nor is Federal aid for highways. The latter as we have come to know it began in 1916 when Congress passed the Federal-Aid Road Act, which laid the foundation for the cooperative Federal-State highway program in existence today. This time-tested pattern, strengthened and improved over the years, has become an outstanding example of sound Federal-State relations.

Under that program, and still continuing, Federal grants are apportioned among the States according to formulas which give weight to the area, population, and mail-route mileage in each State in relation to the totals for all States. These Federal grants for highway construction must be matched by the States with their own money—these regular, or ABC funds as we call them, are matched on a 50-50 basis. The States under the Federal law have the initiative and prerogative in selecting roads to be improved and the type of improvement. They are responsible for surveys, plans and specifications for letting contracts, and for supervision of construction, subject to approval by the engineers of the Bureau of Public Roads. Maintenance of the roads built with Federal aid is an obligation of the States at their own expense.

Legislation since 1916 has authorized increasing amounts of money, but the Federal-Aid Road Act of 1916 has remained the fundamental basis for operation of the cooperative Federal-State highway program.

The Federal Highway Act of 1921 required the State Highway departments, in cooperation with the Bureau of Public Roads, to designate a system of principal interstate and intercounty roads, limited to 7 percent of the total mileage of rural roads then existing. The use of Federal funds was restricted to this system. Every route in this system was proposed by a State Highway Department. The Bureau of Public Roads brought the States together in regional groups to arrange for the meeting of routes at State lines and thus assure a coordinated system of primary roads for the entire country.

The highway act of 1934 gave highway planning a tremendous impetus by providing that up to 1½ percent of a State's apportionment could be used for surveys, plans and engineering investigations. With

these funds the so-called State-wide highway planning surveys were inaugurated. The factual information derived from these comprehensive surveys played a most important part in future highway programs.

Another milepost in highway planning was established in the report, TOLL ROADS AND FREE ROADS, made by the Bureau of Public Roads in 1939 in response to a direction from the U.S. Congress in 1938 "to investigate and make a report of findings and recommend to the Congress not later than February 1, 1939, with respect to the feasibility of building, and cost of, superhighways not exceeding three in number, running in a general direction from the eastern to the western portion of the United States, and not exceeding three in number, running in a general direction from the northern to the southern portion of the United States, including the feasibility of a toll system on such roads."

The following is quoted from this report:

The factual evidence presented in this report clearly indicates that the construction of direct toll highways cannot be relied upon as a sound solution of the problem of providing adequate facilities for the vitally necessary highway transportation of the United States, or to solve any considerable part of this problem.

While these conclusions are reached with reference to the limited question of financial feasibility of transcontinental superhighways and the possibility of toll collections to meet their cost, it is recognized that the report should be constructive rather than negative in character. Further, the Secretary of Agriculture is directed by the basic Federal highway legislation to submit reports or recommendations to the Congress on important highway matters. Conforming with this direction there is included in this report a discussion of the most important problems confronting both the Federal and State Governments and their subdivisions with respect to high-

From the discussion there emerges the general outline of what is in effect a master highway plan for the entire Nation. The carrying out of the plan in all its parts calls for appropriate action by the Federal and State Governments and all county and municipal subdivisions. As desirable joint contributions of the Federal and State Governments, the report lists several undertakings as follows:

1. The construction of a special, tentatively defined system of direct interregional highways, with all necessary connections through and around cities, designed to meet the requirements of the national defense in time of war and the needs of a growing peacetime traffic of longer range.

2. The modernization of the Federal-aid highway system.

3. The elimination of hazards at railroad grade crossings.

4. An improvement of secondary and feeder roads, properly integrated with land-use programs.

5. The creation of a Federal Land Authority empowered to acquire, hold, sell, and lease lands needed for public purposes and to acquire and sell excess lands for

the purpose of recoupment.

The report emphasizes the difficulties encountered in the acquisition of adequate rights-of-way; and, in view of the fundamental necessity of such rights-of-way, proposes definite measures by which the United States could aid in the acquisition of suitable rights-of-way and simultaneously contribute helpfully to the solution of other urgent problems, especially certain problems confronting the larger cities.

As a result of the recommendations in this report, President Roosevelt in 1941 appointed a National Interregional Highway Committee to investigate the need for a limited system of national highways. This committee was composed of the following:

Thos. H. MacDonald, Commissioner of Public Roads, Chairman; G. Donald Kennedy, Vice Chairman; C. H. Purcell; Frederic A. Delano; Harland Bartholomew; and Rexford Tugwell.

Mr. H. S. Fairbank of the Bureau of Public Roads was appointed Secretary of the Committee and was responsible for the writing of the report and the research, by a small Bureau of Public Roads staff, on

which the report was based.

In 1943 by Public Law 143 the U. S. Congress directed the Commissioner of Public Roads "to make a survey of the need for a system of express highways throughout the United States, the number of such highways needed, the approximate routes which they should follow, and the approximate cost of construction, and to report to the President and to Congress, within 6 months after the date of the act, the results of the survey together with such recommendations for legislation as deemed advisable."

One report sufficed for the two directives and under the title "Interregional Highways" this was made to the Congress on January 1, 1944. There can be no doubt that the recommendations in this report led the Congress to authorize the designation of the "National System of Interstate Highways" in the Federal-Aid Highway Act of 1944. Both of these reports relied heavily on highway planning data supplied by the State Highway Departments and could not have been prepared without that aid.

Another report, Highway Needs of the National Defense, made by the Bureau of Public Roads in 1949 pursuant to a directive of the Congress, re-emphasized the importance of the Interstate System and repeated some of the recommendations of previous reports.

The foregoing is cited to remind you of the long period of planning that preceded the start of the present expanded highway program.

Between the two World Wars a vast Federal-aid network of highways was built. Most of these were two-lane roads. Motorists whose routes criss-cross State lines might reflect that these smoothly interconnecting State networks did not just happen—they were carefully planned.

Under the impact of steadily increasing traffic volumes, many sections of this primary system became inadequate, especially those heavily

traveled routes serving large cities and industrial areas.

The Federal-Aid Act of 1944 took three important steps. It authorized the first specific funds for Federal aid in urban areas. It provided for the selection of a Federal-aid secondary system, the farm-to-market roads, and it called upon the States and the Bureau of Public Roads to designate a National system of Interstate Highways, limited in extent to 40,000 (increased to 41,000 by the 1956 Act) miles and comprising the main routes connecting the important cities and industrial centers of the country and serving the national defense.

The need for a network of main arteries, built to high standards and serving the entire country, had been accumulating for many years.

The traffic demands of World War II underscored this need, and also brought out the vital role of such highways for defense. By 1947 the States and the Bureau, in consultation with the military, had selected the intercity routes which were to make up the Interstate System as originally authorized and the job of selection of urban additions was completed in 1955.

But while we had a designated system of main highways and had adopted high standards including control of access for its ultimate improvement, there was no provision for funds or even the prospect of funds to complete the system in any reasonable period of time. Meanwhile, traffic pressures, traffic accidents, congestion and delay,

continued to mount.

Then, in 1954, Congress called for a new inventory of the Nation's highway needs and President Eisenhower's urgent message to the Governors' Conference in June of that year stressed the need for a greatly accelerated highway construction program. This dramatic appeal of the President initiated a movement which had widespread support and resulted finally in the enactment of the Federal-Aid Highway Act of 1956.

The 1956 Act does indeed embrace the "Grand Plan" which the President envisaged in his message to the Governors. It also reflects the long and patient efforts of the 84th Congress, highway officials, engineers, and the many individuals and organizations, like your own group, who gave firm support to the new program. In recognition of the importance of the Interstate System to the National defense, the Congress added the word "defense" to the name of the Interstate System and the Federal share of the cost was increased to 90 percent.

No matter how we measure it, in cubic yards of earthwork, tons of aggregates or money, the figures are hard to grasp—in money \$25 billion of Federal funds are authorized for the National System of Interstate and Defense Highways. This huge sum, plus matching funds from the States, will provide for a 13- to 15-year construction program designed to modernize a 40,000-mile network connecting 90 percent of the Nation's principal cities and linking business and industrial centers from coast to coast. For this program Congress authorized \$1 billion for the current fiscal year, 1957, and \$1.7 billion for the fiscal year 1958. These funds have been apportioned to the States. Funds in the amount of \$2 billion have been authorized for the fiscal year 1959.

Although it comprises only about 1.2 percent of our total road and street mileage, it is estimated that when completed this key network will carry 20 percent of all traffic. Quite literally it serves as an integral part of a grand-scale industrial assembly line. It synchronizes production, distribution and consumption. It is as basic to our national de-

fense as it is to our national economy.

In some sparsely settled areas the Interstate System will be two-lane highways—but right-of-way and basic design requirements must be such that additional lanes may be added as required by increased traffic. The balance will consist of multi-lane divided expressways,

protected by carefully planned controlled access.

To some people the phrase "access control" implies an unwelcome restriction. In reality it means much greater freedom. Planned access means that every car, bus or truck entering or leaving the highway will move safely along special facilities designed to channel vehicles in and out of the through traffic streams. Planned access provides cloverleafs, overpasses and underpasses, as well as ramps and carefully designed interchanges that may be compared to the orderly system of entrances, aisles and exits that you find in a well planned theater or athletic stadium. Without such controls the free, steady flow of traffic would be impossible.

Random access with its inevitable combinations of frequent intersecting side roads and roadside businesses fronting on the highway soon turns the average bush thoroughfare into a congested, slow-moving welter of traffic hazards "controlled" by a string of red lights. Such highways, without planned access, grow obsolete long before they wear out and traffic dangers are multiplied many times over. Experience on a large mileage of planned access highways shows that accidents are

reduced about two-thirds.

Last year the death toll on our streets and highways reached 40,000. This nationwide panorama of highway massacres is one of the most shocking facts we face today. But even that is not the whole story. Last year about 1,350,000 men, women, and children were injured, including more than 100,000 people who were left with permanent physical impairments.

Dollarwise, the National Safety Council has set an annual price tag of nearly \$5 billion on traffic accidents. The Automotive Safety Foundation has estimated that modernization of the Interstate System will save 3,500 lives a year. We dare not compromise—we must provide

the added safety that carefully planned access provides.

While safety is a decisive factor, planned access has many other advantages. It is the only method by which the traffic capacity built into the highway can be preserved and early obsolescence avoided. On the economic side we can point to widespread and often sensational developments that follow in the wake of modern expressways.

Along the famous New York Thruway, it was conservatively estimated sometime ago that more than \$150 million worth of new industrial plants have been erected, and more are in the planning stage. These new plants employ 30,000 persons with an annual payroll of \$100 million.

The Boston Metropolitan area with its Route 128, California's Eastshore Freeway and many other localities tell a similar story.

As the new highway program unfolds these patterns of progress and economic growth will take on Nationwide proportions.

The dramatic scope and boldness of the Interstate Program invite superlatives—it is by far the greatest public works ever undertaken by mankind. But we must remember that this key network cannot reach its full potential unless our other road systems are brought up to par. Congress knew this. Witness the increased authorizations, entirely apart from the Interstate funds, for regular Federal aid in the 1956 Act.

The regular or ABC funds are provided for the improvement of two principal systems—the 235,000-mile primary system, which includes the Interstate network, and the Federal-aid secondary, or farm-to-market. system consisting of 520,000 miles. This 755,000-mile total is

eligible for improvement with Federal-aid funds.

During the first nine years that followed the end of World War II, regular Federal aid for highways averaged \$500 million per year. The 1956 Act increased the previously authorized funds to \$825 million for 1957, and provided \$850 million for 1958, and \$875 million for 1959. This money is earmarked in the Act to provide 45 percent for projects on the primary system, 30 percent on the secondary system, and 25 per-

cent for improvement of these systems within urban areas.

Needless to say, these systems, primary, secondary, and interstate, urban and rural, are not mutually exclusive—quite the opposite. Traffic switches back and forth, from one to the other, endlessly. If the primary and secondary roads that feed the great trunk lines are inadequate, the entire country will suffer. If they are poorly designed or improperly located, highway users will fail to reap the full benefits of an integrated highway system. If we neglect or slight urban improvements apart from the Interstate System we will retard or block the healthy development of countless communities. After all, our National total of road and street mileage exceeds 3,400,000 and the vast mileage outside the range of Federal aid also needs improvements.

The program for the Interstate System looks ahead to 1975, when more than 100 million motor vehicles will be in use, compared with today's figure of 65 million. Obviously there is a huge planning and improvement job still ahead for all urban areas including those that are

not served directly by the Interstate network.

Consider if you will the variety of transportation and planning problems posed by the changing patterns of urban, suburban and rural settlement in the United States. I believe the most important is the coordination of highway planning with city and regional planning in and around urban areas. Highway construction under the Interstate program alone will have a profound effect on the growth and development of urban areas for many years to come. Properly located and designed the new planned access highways can stimulate and strengthen many desirable features of urban growth. Vision, energy and cooperation can spell better living for millions of city and suburban residents. Neglect, inertia or compromise can retard or even prevent the rounded, balanced development that we all seek.

Where not presently available, up-to-date master plans covering all urban areas are needed. Such plans should provide for the different types of land use—governmental, residential, commercial, industrial and recreational, coordinated with all types of transportation. The Interstate routes will be the backbone of the highway system developed under such a master plan but more cannot be expected of it. The full cooperation of all levels of government with the assistance and guidance of planning experts is needed. That is another reason why I welcomed the opportunity to be with you. Today highway transport is so allpervasive, so inseparably linked with our entire way of life that highways and highway planning affect everybody.

The problem of urban highway development is already being approached on several fronts. The Joint Committee of the American Association of State Highway Officials and the American Municipal Association, the National Committee on Urban Transportation and the Committee on Urban Research of the Highway Research Board are actively attacking the problem from different angles. Planning and research should advance together and be vigorously pushed if we are to realize to the greatest extent possible the benefits inherent in the

expanded highway program.

The successful development of highway plans in cities large and small demands coordinated effort in many fields. It is just here that organizations like the American Planning and Civic Association can be most potent. You can also be most helpful in taking steps for the establishment of metropolitan area councils, or their equivalent, which can bring together the planning proposals of important but occasionally conflicting interests.

More specifically, groups such as yours can assist in local negotiations for the selection of the best location for projects and for the many parcels of rights-of-way required. Incidentally, it has been estimated that for the Interstate System alone, approximately 73,000 pieces of land must be acquired each year over a 10-year period. The total cost of these parcels will probably reach 5 billion dollars.

Remember too, that about half of the entire sum projected for the

Interstate System will be spent in urban areas.

Much still needs to be done by the cities to make them fully capable of cooperating with the State in planning modern highway facilities. I can assure you that the Bureau of Public Roads welcomes your able and active participation. The task that lies ahead is so tremendous, the need is so urgent, that all of us must join hands in this great undertaking. Little else that we shall do in public or private works will leave a more lasting impact on the lives of all Americans.

Now that the new program is actually under way, how are we coming along? The record shows that as of May 1, 1957, ten months after the Act was passed, contracts have been advertised and funds obligated totaling \$1,809 billion as Federal aid on the primary, secondary and Interstate systems. On the Interstate System alone, construction contracts aggregating over \$590 million in cost have been awarded for some 1,123 miles of magnificent new highway and 1,009 bridges. By May 1, 1957, 17 States had committed all of their 1957 Interstate funds and

were moving ahead on the 1958 moneys.

This is a fine beginning, but it certainly leaves no room for complacency. In the months ahead we are going to have to lift our sights considerably. This is a crucial period, for the steps we take now will make highway history in 1969 and careful and expert planning is vital to reaching our goal. As I look at this distinguished audience, as I sense your enthusiasm and zest, I am sure the job will be well done.

#### GENERAL LOUIS W. PRENTISS

I WANT to point out the fact, whether we realize it or not, a big part of the highways under contract today were put under contract since July of last year on work that was partially or totally engineered and ready for advertising at the time the highway bill was passed, and that we in the Highway industry have a terrific job to do in maintaining the rate that has already been established.

And another thing we must do is to educate the general public that these highways have to be built somewhere. Everybody is in favor

of the highways but nobody wants them on their property.

The next speaker is a native of California, educated at the Occidental College at Los Angeles. He has been a planner for 34 years, with the major part of his work done in California, Virginia and New York. He is a past president of the American Institute of Planners. He has been Director of Planning for Westchester County, New York, since 1946 and at present is also Professor of Planning at Columbia University. It is a pleasure to introduce Mr. Hugh R. Pomeroy.

## HUGH R. POMEROY, Director, Westchester County Department of Planning, White Plains, New York

If I HAD had the opportunity of reading Commissioner Curtiss' paper before I prepared mine I think I would have said, give him my 30 minutes. There is an inspiring challenge to planning that covers much of the message that I wanted to bring and I for one in my little corner of the planning field wish to accept with enthusiasm the opportunity the Commissioner has given for collaborative consultation in seeing that this great job does what it is supposed to do and which it can do only as it is related to comprehensive community planning.

We are now ready to believe that there will be an Interstate Highway System. We are finally convinced that modern traffic requires that the major routes that we provide for its flow can no longer consist of mere rights of passage over land—the "right-of-way" concept that originated long before the dawn of history, and even in some small degree before

the emergence of man himself. We know now that our major routes of travel must be laid down on strips of land devoted solely to that purpose. We have cut our teeth on turnpikes, thruways, parkways, expressways, freeways, and we are convinced that nothing less will serve the requirements of the basic thoroughfare system of the Nation. We have expressed our conviction by launching a program that challenges the imagination by its magnitude: 41,000 Miles to Tomorrow.

Our goings to and fro, since we have become shod with wheels, add up to prodigious totals. Our passenger travel alone (including buses) on all the highways of the Nation in 1955 totaled in passenger miles the equivalent of almost 14 million round-trips to the moon. This figure is the more astonishing when it is known that it is made up of trips that averaged, for all the highways in the Nation that year, about 8½ miles each—half the distance from my home to my office.

The Interstate System will care for about 16 percent of all this travel, and the average length of trip on it will obviously be greater than the fore-

going average for all highways.

These are dramatic figures, as would be those of total cost, amounts of construction materials required, land to be used (probably more than twice the area of Rhode Island), or the number of square miles of blueprint paper (or its equivalent) that will be needed for the drawing of plans. But the employment of the short time that is at my disposal this afternoon in a mere dramatic recital would be a misuse of the occasion. I propose to suggest some aspects of the program that call for a maturity of viewpoint and of procedure somewhat beyond that that we have thus far considered to be necessary.

What I have to say will be set forth under headings that might be

popularly stated as follows:

1. We don't know it all yet.

2. The entire people own the system.

3. You can't build railroads without yards and terminals. 4. (a) Highways are not built to serve statistics but the activities of the people, and (b) we have to live with the monsters that we create.

5. The magnitude of the job leaves no room for corners on wisdom.

Then I shall have a specific proposal to make.

First. We don't know it all yet. Westchester County built the Hutchinson River Parkway according to the best standards that were known at the time. Now, while there is still long physical life left in what was built, and while we shall still be paying for it for nearly 20 years more, we are getting ready to do the job over again to meet the needs of today and what we can see of tomorrow. Statistical projections of traffic volume can have validity for only a short span of time ahead, compared with the physical life of what we build on the basis of the estimates. The variables are so numerous and so extensive that we can't get very far out on the engineer's slipstick before we must begin conditioning the results with judgment, and it is not long until judgment must largely take over. I am

convinced that our judgment cannot be regarded as infallible and that the realities of the future will exceed the practicality of our judgment

today and the courage of our present convictions.

We can be confident that the construction of the highways constituting the Interstate System will be superbly engineered. But we can also be sure that we shall have to do much of the job over again before its elements are worn out. In building the Interstate System we shall be crystalizing our designs in concrete and the other materials of physically durable structures. At the same time, we shall have crystalized community patterns in relation to the thoroughfares that we build, and the elements of this crystalization will be complex and far-reaching. Much of what we build in the form of pavements, channelizing structures, bridges, interchange roadways, access lanes, and other features of the highways themselves we shall in time have to throw away and build over again to meet needs that we cannot possibly anticipate now. In doing this, let us not also have to tear up developed community patterns, for here the destruction may be far-reaching and costly beyond the dollars and cents of it alone. How is this possible? By the provision of adequate space in which to do our highway rebuilding in accordance with standards that the future will demand but that we cannot now set. The cost of additional land for rights-of-way (to use the anchronistic term for which we do not yet have an adequate substitute) will be of minor magnitude compared with the cost of tearing up what will be built on that land between now and the time that we may need it, and tearing asunder the neighborhoods of which these buildings will be a part and which will have taken form between now and then. What I am talking about is not a difference of thirty or forty feet in right-of-way width, but of perhaps several hundred feet in open territory and not much less in developed areas.

What if some of the land that is acquired in prudent recognition of the certainty of our fallibility in estimating future needs turns out not to be needed for the purpose we have in mind? Does a built-up community ever find itself in possession of too much space for community purposes—land that can be used for automobile parking, for community facilities, for recreation space, perhaps for community embellishment? In space lies

the opportunity for achieving community quality.

Second. The entire people owns the Interstate System. The belts of land on which the highways will be built will not be rights of passage over land, with access to them from that land. This fact of non-access must be recognized as extending beyond access by vehicles and pedestrians to visual access as well. I am referring here specifically to outdoor advertising. The placing of outdoor advertising to be viewed from the highways of the Interstate System, unless it is permitted as a matter of privilege, is the forcible seizure of public rights.

The claim has been made that outdoor advertising is a business use and that in zoning it should be subject to the same type of regulation that is applied to other business uses. With that statement—in exactly those

words, and subject to the following elaboration—I agree. It is fundamental to zoning that uses should be classified in accordance with their characteristics. Outdoor advertising is a business use. But it is not only not like every other business use; it is not like any other business use. Every other business use is a use of the land on which it is located; outdoor advertising is essentially a use of the highway that it overlooks. Mr. Justice Trent of the Supreme Court of the Philippines years ago disposed of the claim that the display of outdoor advertising is simply a use of the land on which the display is placed by suggesting that the signs be turned around to face the other way. Outdoor advertising being a unique type of business use, it can be made subject to unique regulations under zoning—regulations appropriate to its unique character.

This principle applies to outdoor advertising adjacent to highways to which the abutting land has access. A different principle applies to outdoor advertising adjacent to the highways of the Interstate System. Here the regulation is not a matter of determining where outdoor advertising should be prohibited—since it has no inherent right to exist in any such location—but of where, in the public interest, it may appropriately be privileged to exist. This principle is obviously not limited in its application to the highways of the Interstate System, but extends to all non-access highways.

Third. You can't build railroads without yards and terminals. I speak here by analogy, of course. The routes of the Interstate System may be likened to those of a railroad system, virtually bridging the space between communities. The effectiveness of the system depends on its relation at access points to the routes bringing traffic to it and distributing traffic from it. At major terminal points the relation to local traffic routes is an intimate and often complex one, in which traffic function, and thus the location and design of local routes and interchanges, are determined by land use. Integral in the entire complex is the provision of terminal facilities—automobile parking space—serving the land use pattern.

The sensitive and effective handling of this entire problem of access, distribution, and automobile parking will have a large part in determining what Main Street 1969 will be like. The regional shopping center out in open territory may be expected to have a large place in the retail merchandising pattern of the future. Its function can be balanced by that of the regional shopping center in existing central business districts to the extent that the latter can be adapted to serve the market adequately. This is a sizeable job. It calls for two major accomplishments. One of these is to modernize the "plant," the aggregation of largely unrelated, often outmoded buildings that have developed by the long process of accretion, enlargement, removal and replacement, building by building. The various plans for central district modernization that have been dramatically brought to the attention of this conference have one thing in common—that of the development of unifying features, whereby the aggregation is to be given qualities of coherence and inter-relationship. The other major accomplishment, inextricably related to the first, is to make

the downtown district conveniently available to and usable by the market. This calls for the provision of adequate access, convenient circulation, and both adequate and convenient automobile parking space, as part of a comprehensively planned program. No whittling away at the job through largely unrelated projects can accomplish more than to follow behind ever increasing needs that will continue to out-distance the remedial measures at an accelerating pace. The downtown district has great initial advantage—location that is generally central to the market and a variety of community facilities—social, cultural, governmental, commercial—that the outlying center cannot duplicate. But these advantages cannot prevail against the stifling effect of congestion and inconvenience. To assure to Main Street 1969 its rightful place—rightful if achieved and maintained—calls for great and difficult doing. A major essential in this is effective relationship to the Interstate System and to the thoroughfares

that extend the function of the system intraregionally.

This third heading moves directly into the first part of the Fourth: Highways are not built to serve statistics, but the activities of people. The short-run value of traffic forecasts has already been touched on. Traffic forecasts are not only limited in the time coverage for which they can be valid, but can be seriously misleading unless they take account of more than existing land use patterns. Planning seeks to guide the developmental forces operating on and within a community in accordance with defined objectives. The importance of clear definition of community objectives cannot be over-emphasized. It has long been recognized (at least in theory and now in growing practice) that zoning should reflect a basic land use plan. But the basic land use plan must be more than a mere rationalization of existing land use and of evident trends—some of which may be heading in decidedly the wrong direction. It must reflect conscious determination of what the ever evolving pattern of the community should be. It is this evolving pattern, guided by zoning, subdivision control and other measures of regulation of the various aspects of physical development, modified by urban renewal where necessary, and served by carefully devised local and intercommunity systems of traffic thoroughfares and of community facilities, that must be looked to for the clue to future traffic generation and requirements as to the facilities that will care for its likely volumes and serve its desirable directions and manner of flow.

This is only a part of the story. The land use pattern must be of concern to the highway planner in a much broader sense than as a guide to traffic origin and destination. There is a structure to the community that has more to it than the mere location of geysers of traffic and of channels and pools to take care of the run-off. A community is a group of related neighborhoods. I am not here entering the idealogical battle as to the social validity of the neighborhood concept, but merely recognizing the physical reality of the neighborhood. A highway system must serve people and their activities and their enjoyment of their living environment. It fails of its ultimate purpose if it complicates the conducting of their

economic and social activities and if it impairs the quality of their living environment. There is a most sensitive relationship here. Its implications must be taken as fully into account as is the factor of necessary widths of traffic lanes in designing a pavement or that of the strength of materials in designing a bridge.

Some additional length may well be justified in order to avoid impairing a residential neighborhood; some additional cost of right-of-way acquisition may be justified—nay, almost always will be justified—in order to avoid destroying or seriously cutting down a neighborhood park. It is often much better to destroy buildings, which can be replaced, rather than

community open space, which either cannot or will not be.

I hasten to add that it cannot be expected that the layout of established communities can be adapted to massive new traffic facilities, of a type and magnitude undreamed of when the community was laid out, without some damage, without the necessity of careful and frequently painful readjustment. Occasionally even an excellent residential neighborhood must be destroyed, with much heartache, in the interest of the greater public good. But first be sure that there is no feasible alternative. Several years ago the Yankee Highway Association proposed that the New England Thruway be located in the back country of Fairfield County, Connecticut. So far as I could learn, the sizeable membership of the association was made up entirely of residents of the shore section of the county, through which the Thruway is now being constructed. There are three major alternatives for the location of the soon-to-be-constructed connection from the New Jersey Turnpike to the New York State Thruway, through Bergen County, New Jersey, and Rockland County, New York. Each route has strong proponents—in each case consisting of persons living along the other routes.

These conflicting interests cannot be resolved either by local intransigence or refusal to face facts or by arbitrary action on the part of highway authorities. They must be considered within the framework of comprehensive planning that is strongly based on facts—all the facts, and

that will weigh all the interests involved.

This brings us to the second part of the Fourth heading: We have to live with the monsters that we create. No one can view a great swath through a residential area resulting from the construction of a highway of the magnitude that must characterize the routes of the Interstate System without realizing that here is something that has tremendous impact on adjacent land. In Westchester County we made a scientific study of the extent of impact of various types of thoroughfares on the neighborhoods through which they pass. The facts showed that stability of neighborhood quality and protection of property values requires ample space between the pavement of a major thoroughfare and adjacent residential development—not less than 100 feet on each side. This led to our establishing a standard for our future major thoroughfares—our primary system—of a right-of-way width of 400 feet. Even those who have bitterly opposed our pro-

posals—unless they were to be routed somewhere else—have not questioned the soundness of that standard. We believe that our particular traffic situation calls for a few routes—as few as possible—of great capacity, insulated from adjacent development by broad belts of natural or planted landscaping. We prefer major operations that can be healed in a readjustment of community patterns rather than whittlings—that will have to

be followed by others—that will continue to ache and bleed.

The discussion thus far virtually makes the Fifth point: The magnitude of the job leaves no room for corners on wisdom. The best wisdom and the best skill of all who are concerned with any part of what I have been discussing are required for a job of the magnitude of the planning and design of the Interstate Highway System. The planner, as such, certainly cannot do it alone—any more than can the engineer, as such. The planner has no call to get righteous about it; the engineer has no right to be a bully about it. I could offer no finer example of the effective collaboration that I am talking about than the close interdepartmental working relationships that exist in the government of my own county of Westchester. Engineers frequently think of planners as stargazers; planners frequently think of engineers as glorified ditch diggers. I resist the temptation to observe that there may be a measure of truth in both viewpoints and hasten to say that there can be no compartmentalization of skills in a job like this one.

The Interstate System is now being designed: 41,000 miles to tomorrow, a tomorrow in which the Nation will be more closely knit together by this vast system of vehicular communication. What is really knit together is the great community of communities that make up the Nation. Their interests are vitally bound up in the manner in which the job is done, in the details of its relationship to their own concerns. It is they whom the system seeks to serve. There is a range of interests here that calls for the use of all possible knowledge and skill. No time can be lost in bringing

that knowledge and skill fully to bear on the job.

I propose that there be early consultation to this end. I do not mean a mere meeting where pronouncements are made for the record, but a working conference that has been carefully planned. I propose that the engineers and the planners proceed forthwith to prepare an agenda for such a conference. The means that I propose for this initial step is that the Bureau of Public Roads, the American Association of State Highway Officials, the Highway Research Board, the American Planning and Civic Association, the American Society of Planning Officials and the American Institute of Planners each name one representative of a group to meet within the next three weeks for the purpose.

#### GENERAL LOUIS W. PRENTISS

AST week I was in Minneapolis and I had dinner with the Commissioner of Highways of Minnesota and the Commissioner of Highways for the State of Wisconsin. I was discussing with them the problems with which the highway industry is faced in connection with

the location of these highways. And I told them that I had made a talk down in Richmond, to the Virginia State Highway officials and Chamber of Commerce in which I said that one of the biggest problems with which we are faced is selling our people their highways to themselves. I was interested in Mr. Pomeroy's comment that the entire people own these highways. And I can assure him that is what they think when they go where they want them. But when they go where they don't want them, they are not our highways, they belong to that unpopular Highway Commissioner.

Our next speaker is going to talk to us on the subject of his experience in the planning program in Detroit; the working relationship he has established between the planning agency and the city planners; the basic function of each and the impact of these new highways.

Glenn C. Richards graduated from the University of Michigan in 1924. For some reason or other the biography furnished me skips from 1924 to 1941. But I find that in 1941 he became the Deputy Commissioner of Public Works for the City of Detroit and he has continued in that service ever since.

#### GLENN C. RICHARDS, Commissioner of Public Works, Detroit, Michigan

THE automotive age and industrial revolution have brought about many great changes in our way of life and in our everyday living habits. No longer do we walk from home to shopping centers or offices. Autos and buses have taken the place of our human means of transportation. This change alone has brought about many problems on *Main Street* that we never dreamed of in 1910 because *Main Street* of 50 years ago, which is still in use, was pretty much dedicated to and used by pedestrians with almost no interference by autos, trucks, streetcars or buses. Today, *Main Street* is a conglomeration of shoppers, parkers, bus loading stations, delivery trucks, street repair crews and many others. Confusion and frustration are typical of *Main Street U.S.A. 1957*.

The separation of these various street uses must be given high priority in our future city planning. Today's many uses are not compatible. Main Street 1969 must be rebuilt so as to better serve the original concept (the city's main shopping center). The popularity of the modern shopping centers, such as Northland near Detroit, is proof enough that the shoppers of today are not satisfied with the shopping centers of the past. Pedestrian malls, attractively designed, convenient to the shoppers, safe for young and old and providing an environment quite the opposite to that provided by Main Street today, are demanded by today's shoppers. Detroit's plan for Main Street 1969 provides such an environment. Meetings such as this, which are taking place all over America, show the concern that the public has for the impact of our national highway program and particularly the Interstate Limited Access

Highway System. The recognition by Congress of its responsibility in solving this National transportation problem in my opinion will provide the incentive that local authorities have needed to face up to our local

responsibilities in solving the local transportation problem.

The decision to revolutionize our highway and street system in this country is a challenge to planners to locate our new highways so as to better serve our new concept of city redevelopment. Let me point out, however, that these new highways are needed today, and therefore, time is of the essence and if our city planners are not in a position to recommend locations of new highways so as to fit in the orderly development of our future cities, then the highways will be built to serve traffic only.

which would be a great mistake.

In the past we have given little consideration to locating our highways so as to develop the most advantageous land-use to our community. We have followed the axiom that a straight line is the shortest distance between two points and as near as possible laid out our major highways with this in mind. This idea would have been sound if our only interest was to get the people from a certain point of origin to a certain destination and assuming that the highway-users are all at one point of origin and headed for the same destination. It so happens in our cities that a large portion of our traffic is within the city itself and its origin and destination are the many residential, business and commercial areas of the city. In the past, this kind of traffic had often been called "local traffic" and I suppose in the true sense of the word it is local traffic. On the other hand, it is local traffic that is very important to the growth of our city and State. If people are to live and work in our cities and urban areas, they must have safe, efficient transportation between their homes and their places of employment. If industry is to continue to expand, it also must have safe, efficient transportation so that their raw materials and parts can be transferred from either outside or inside the city to the main factory and their finished products transported from their main factory to their customers.

We have tried many means of transportation both of people and goods in our cities in the past. The modern method which has proven the most efficient and therefore has grown very fast in the last twenty years is automotive transportation. It appears now as though this means of transportation is the one that we must depend on if our economy is to go forward and if our cities are to thrive. I am not one of those pessimists who say that the automobile, truck and bus—which we now take as a must in this complicated city life—is a great Frankenstein monster. Many contend that the automobile and truck, which have done so much to make our cities great, are now going to cause us to go into bankruptcy. This is a defeatist attitude. If we admit that automotive transportation is essential to our way of life (and I am sure we will all pretty well agree to this), then we must find a way to solve the problems it

causes.

The biggest problem, as I see it, is the conflict between the various types of traffic. The children want to get across the street to the school. The truckdriver wants to deliver merchandise from store to store. The lady of the house wants to drive her car to a nearby shopping district. The doctor wants to get from his home to his office as quickly as possible. The factory worker wants to get from his factory job to his home in a reasonable time so that he can have some leisure with his family. All of these people are trying to use the same street for different purposes. Some want to move fast. Some are satisfied to move at a leisurely pace. This conflict of interest is the cause of much of our troubles. If a way can be found to separate these various highway and street uses, then we shall have gone a long way towards solving this confused problem.

I would like to speak particularly on the urban transportation problem. The following quote from the 1956 Federal-Aid Highway Act, Section 116, Paragraph B, indicates the importance which Congress placed on the Interstate Highway System through our cities:

It being the intent that local needs, to the extent practicable, suitable, and feasible, shall be given equal consideration with the needs of interstate commerce.

For the first time, this importance, and the Federal responsibility in

sharing this problem, has been spelled out.

Studies have been made which have indicated the desirability of bypassing many of our cities in the location of the Interstate Highway System. This appears to be logical, particularly when a large percentage of the traffic approaching the city has no desire or need to stop in that city. However, many origin-destination studies have shown that in our medium-size and larger cities over half of the traffic (and sometimes as much as 85 percent) has as its destination some area within the city itself. The needs of these people must be met. The entrance to this city then must be made either by access roads from the main highways or by carrying the main highway directly through the city. These highways can be carried through our cities and designed so as to offer very little interference with the local traffic. I like to think of our design in Detroit as being a vertical by-pass. By carrying both local and through traffic into our city on a depressed highway, both can be served efficiently. The first such highway in a city was built by the Wayne County Road Commission, partly in Detroit and partly in Highland Park. This was known as the Davison Expressway and was constructed about 1940. It funnels fast, heavy traffic from the east side of Detroit to the west side by depressing the highway approximately 20 feet below the existing streets. Tight fences make it impossible for pedestrians to get onto the highway. Center islands with steel guardrails separate opposing flow of traffic. Accidents have been nearly eliminated on this highway. Our newer expressways, which generally follow the same design except with many new improvements worked out by the traffic engineers, the

planners and the highway engineers, have convinced the highway engineers, city officials and highway users of Detroit that these highways are the answer to our transportation problem. Traffic moves non-stop at an average speed of 50 miles per hour into and through our city on these new expressways. There is no conflict between the various highway and street users. The pedestrian crosses the highway at intervals to schools, shopping districts or offices on especially built pedestrian bridges. Service drives and bridges permit free flow of local automobile traffic without any interference with fast through traffic. Our accidents have been decreased 90 percent over existing surface thoroughfares. Not only have these highways nearly eliminated accidents (and the percentage is becoming better and better all the time as people become educated as how to drive on these expressways) but local surface streets, which had become almost useless for local business, have now reverted to the use they were originally designed to serve.

Automobiles, buses and trucks all use these expressways without conflict. The maximum speed limit is 55 miles per hour and the minimum is 40. Trucks are limited to 45 miles per hour and must use the right-hand lane. Public transit has been taken into consideration and loading stations have been built as part of the expressway either by separate abutting roadways at main intersecting streets or by building access ramps to the surface. The flexibility that this type of highway offers to public transit is being recognized more every day. Express buses can travel at 50 miles per hour from downtown Detroit non-stop to the various residential or business areas of our city and be distributed by way of ramps. This comes closer to the "door-to-door" service that our standard of living is requiring in transportation. This is transportation at its best. Freight or merchandise, likewise, can be delivered into, through or around our city by way of the expressways with a great saving in time and money. The proof of the pudding is in the eating. We have demonstrated in Detroit that good ground transportation in all its forms can be provided in our cities and, as a result of these improved facilities, cities can become greater and more prosperous than. ever.

I would like to talk for a few minutes on the redevelopment of our cities and the important part that transportation can play in this redevelopment. In the past, highways were built and land development followed. Small business, industry and homes were built along these highways in what we refer to as "strip development". The resulting hodgepodge has ruined our highways as transportation arteries, making them unsafe and inefficient, and has prevented the orderly development of our cities. In contrast, picture a city laid out from the beginning in accordance with an orderly master plan of development with highways designed to serve this land use. This would be ideal. We recognize, however, that it is too late to start from scratch. We must take what we

have and rebuild. The new concept of city planning is to tear down the old where it has outlived its usefulness and rebuild with new.

This new concept of city planning started with our slum clearance and urban redevelopment programs. The tearing down of our slums and rebuilding with modern housing projects have proved one of the best investments cities have made. The expense of providing police, fire, health and cleaning services for these slum areas has cost cities a great deal more than they have produced in taxes. Planning officials on all levels of government interested in urban redevelopment see the opportunity for the first time of determining the desirable land-use of our future cities and locating our new highways so as best to serve this land-use. It is hard for us as traffic and highway engineers to visualize such a concept. It is not very hard for us, however, to see the bad effects of the type of planning that has been done in the past where highways have been located with little consideration to future planned land-use and have soon become obsolete due to the type of development that has been attracted to our highways.

While the limited-access features of the Highway Act will do much to protect the low density population areas, there are other possibilities in design and location that can be of even greater benefit to cities. We have found that it is not only possible to locate our highways on other than a straight line, but even desirable to have curves in our highways to relieve the monotony of driving. The time lost on our fast expressways due to offset alignments is negligible. Future land-use planning might well determine that a highway should be detoured from one side of the city to the other so as to serve better the future urban development. Modern highways can well be used to separate the various sub-communities within the city as determined by zoning. It should be noted the value that the city planner can be to the highway engineer in locating our highways through our cities. He can help us avoid many of the mistakes of the past.

A word of caution is in order! It is realized that the perfect plan can finally be prepared if time is of no consequence. However, practical matters must be taken into consideration and decisions must be reached, otherwise there is no end to city planning and a final Master Plan will never be completed. Talking must end at some point; plans must be completed and construction must start because the thousands of motorists who want to use our streets and highways cannot drive on plans and blueprints and they cannot drive over delicately made scale models. A common understanding must be reached by the ivory tower thinkers and those who are concerned with practical matters and the problem of

eventually completing a usable facility.

If we are to meet the challenge, not only in building highways but in building them so that we can look back with pride in the future at our accomplishments, then we must realize that full use should be made of all technicians who can be of value in our planning. While it is recognized that Congress holds the Bureau of Public Roads responsible for carrying out this giant highway program and the Bureau of Public Roads in turn places the responsibility on the state highway departments, it must be recognized that the city and county highway engineers and planners can be of great assistance to the state highway administrator. The relationship between the various levels of government in highway administration in the past has not been too good in some States. We must all recognize the importance of this highway program to every level of government and join together in the best interest of getting good results. Good intergovernment relationship, in my opinion, can be the key to successfully meeting the challenge which has been thrust upon us.

A network of interstate highways cannot properly serve the people of this country unless adequate state trunklines, county roads and city streets are provided to give access to these interstate highways. For this reason, if we are to have an efficient network of streets and highways, we must work together. Cities in the past have given little consideration

to the real problem of meeting today's transportation needs.

In 1954, when Congress asked the Bureau of Public Roads to make a national study of the highway and street needs for the country, it became guite evident that cities had little information upon which to base a sound highway program through their cities. In the preparation of the Clay Report for Congress, it was evident that too little information was available on which to estimate the total needs in cities. Representing cities on the Clay Committee, I realized that we, as cities, had been negligent in not having this information available. Many cities throughout the country, when called upon for information, could not supply it. City officials through their various national associations (such as the American Municipal Association, City Managers Association, American Public Works Association, Finance Officers, City Planners and Law Officers) decided that cities should jointly concentrate our efforts in preparing a blueprint whereby all cities could gather the information necessary not only for their highway needs but for their total city transportation needs. The National Committee on Urban Transportation was founded early in 1954. The Bureau of Public Roads, the American Association of State Highway Officials and the National Transit Association all recognized the importance of this work and have joined with us in furnishing technical and financial help to do the job. Top consultants from the Bureau of Public Roads, the Automotive Safety Foundation and universities were asked to serve with the Committee. A staff was hired and nine sub-committees were appointed to study various phases of the problem.

Top men were asked to be Chairmen and 150 top technicians in the country were asked to serve without pay on these various Committees. During the past two years much hard work has been done and within the next few months manuals will be printed and distributed to all cities throughout the country. These manuals for the first time will contain

valuable information so badly needed by most of our cities. Several pilot cities were asked to try out many of the recommendations in the preliminary manual and are about complete with their work. Their findings will be included in the final manual.

Recently, the American Association of State Highway Officials and the American Municipal Association have formed a joint committee of state and city highway administrators to work out a program for closer cooperation in highway planning. Joint meetings of state highway officials and city officials have been held in several States and more are planned in the near future. Top representatives of the Bureau of Public Roads, the American Association of State Highway Officials, the American Municipal Association and the National Association of County Officials act as a task force or panel to discuss the program and answer questions at these meetings. Many States have made considerable progress in building up a close working relationship between the various levels of government.

I would like to point out briefly some of the things that we have done in Michigan toward this end. In 1944 an Agreement was signed by the State Highway Commissioner, the Wayne County Road Commission and the City of Detroit in which we agreed jointly to plan, finance and construct our future state highways in Detroit and Wayne County. Since that time we have worked as a very close team. The layout, the preliminary design and much of the detail design has been accomplished by making full use of city, county and state technicians. A Joint Administrative Committee has agreed on policy. A Joint Top Engineering Committee has worked out details. Much of the design, supervision and right-of-way acquisition was delegated by the Highway Commissioner to the County and City. We joined together in pledging funds toward retirement of bonds and have accelerated our program greatly during the past five years with this bond financing. We have joined together in promoting good state highway legislation. Two expressways, totalling approximately 24 miles, are nearly completed costing \$200,000,000. Three new expressways have been agreed upon and the City and County have been authorized to proceed with right-ofway plans and soon expect to start acquisition of right-of-way. We expect to carry out the same type of relationship we had on the first two expressways not only in completing the next three but in going forward with our 100 miles of needed expressways for Detroit. Of course, it has taken thirteen years to bring about the type of relationship and cooperation which we now have. Many other cities and counties in Michigan have worked out the same type of relationship with the Highway Department.

We are making an effort in Michigan to complete our entire Interstate System between and through our cities within the next 8 years. The estimated cost is better than 2 billion dollars. All highway planners and highway builders must join hands to meet this challenge. The people have spoken. They want good highways. They want good transportation. They want them so built as to serve safely and efficiently the urban area as well as the rural area. They want them designed as a network or chain without bottlenecks or missing links.

Main Street 1969 can again be the most important street in any city. It can provide an environment attractive to shoppers. It can again be the main attraction—beautifully designed—but so planned as to provide an efficient place to carry on business which is so important to the future welfare of any city.

#### GENERAL LOUIS W. PRENTISS

THE next speaker is going to talk on the social and esthetic influence of the potential highway program. Grady Clay is a native of Georgia. He is a graduate of Emory University and holds an M.S. degree from Columbia University. During the war he served for a year and a half in Italy, France and Alaska on the staff of *The Yank*, the Army's weekly magazine. He is currently vice-president of the National Association of Real Estate Editors and is the Real Estate and Building Editor of the *Courier-Journal* in Louisville, Kentucky.

### GRADY CLAY: Real Estate Editor, Louisville Courier-Journal, Louisville, Kentucky

On THIS program today I am much more accustomed to sitting at the press table instead of up here, and I feel a little like low man on the totem pole. I have a bulldozer man coming up next and ahead of me have been all sorts of performers.

I feel somewhat like a friend of mine, a landscape architect. Quite often, he tells me, he's called upon to do a professional job. He is rushed rather breathless out to the edge of town, shown a barren dusty desert where bulldozers are snorting and shoving at the landscape, where foundations are being poured, dump trucks dumping, diggers digging . . . And, says my friend, there comes a generous wave of the hand, and he is told that his services will be needed to make it look well, to plant this up, or to plant that out—that being some gargantuan structure already 80 feet up in the air.

Our line-up on today's program is symbolic, though probably accidental. Your previous speakers have helped pass the legislation, lay down the framework, button up the contracts, control the roadside, set up the standards, and arrange the long-term financing. Now, I have been assigned the task of prettying things up, planting them out, and attending to seeding, sodding, vegetation and possible obliteration.

But you will forgive me if I interpret this assignment broadly, and deal first with highway planning as a means toward improving social

conditions in American cities. And I use the word social in the sense that man is a social creature.

Already, we are in the midst of a social revolution brought on by the automobile and easy highway transportation. This revolution has produced a new culture in which *Holiday* magazine is the Bible, Duncan Hines the Prophet; and the new Mecca is a country-club 25 miles out in the country. Ours is a culture worshipping mobility; a society in which conspicuous consumption has become fourth-dimensional (the fourth dimension being the time it takes you to pay off the installments on that new auto you do not need, but must have).

This social revolution has expanded the market for such commodities as social charm, as well as Portland cement. It has broadened acquaint-ances as well as sales territories. It has widened horizons while pulling up roots. It has produced a new kind of mobility among footloose families who can move bag and baggage at the drop of a production schedule, and whose *roots* consist of geographically interchangeable memberships in Kiwanis or Rotary Clubs, Junior Leagues, camera clubs, Boy Scout Den Mothers and such social accessories.

The dangers in such a revolution are obvious. We can produce a Nation of people whose telephone numbers are not yet in the book, which is a small matter. But we can produce a Nation of cities torn apart by hasty and ill-planned highways, which is quite another matter.

The great danger—social and otherwise—is that we may improve the accessibility of Suburbia and Exurbia, not to mention the open country-side, without equally improving downtown U.S.A... without clearing slums, redeveloping waterfronts, relieving congestion, making our existing cities and towns better places in which to live and love, do business, enjoy pleasures . . .

Stated another way, the great danger is that, in their rush to get things done, to make a showing, get results, pour concrete, get traffic moving, open a new connection—the danger is that our highway officials will perform their new miracles outside the very districts which need them most—the metropolitan areas. The real danger is that they will concentrate on spots where rights-of-way are cheap, easily obtained; where cut-and-fill economics can be quickly applied to the landscape with few people around to protest.

This meeting of American Planning and Civic Association reveals clearly that the hottest potato being juggled between City Hall, Court House and the State House across the United States today is this Federal highway program. To be specific—the battle over whose ox is going to be gored . . . whose back yard is going to be ruptured . . . whose long-range plans are going to be botched up this time . . . at these meetings, I have discovered all you have to do is bring this subject up, and then duck.

Sunday at the Board of Trustees meeting one of your Trustees made this statement: "Our Metropolitan Planning Commission has made expensive studies of future highway location, but the State Highway Department pays practically no attention . . . The Chairman of the State Highway Department said, 'Sure, we will accept your plans, but we do not pay any attention . . . We're building up our resistance to

fellows like you."

On the Sunday afternoon bus trip I sat next to a planning director from a big Ohio metropolitan area. These are his words: "By the time we got to the State Highway Department, they had already fixed the location for the new routes . . . In every instance we know, the State Highway Department had never shown them obsolete plans. In some instances, we found them using maps 10 years old, with nothing to show what had been done with ground since 1945 . . . U.S. 40 is being located without consultation with the local authorities at Dayton, and without leaving underpasses or overpasses for the already-designated loop highway that is on the official map."

I asked one planner what he was doing about a particularly uncooperative and non-coordinating State Highway engineer. His answer was—and I don't think it can be offered as a comprehensive cure nor as a universally applicable solution—his answer was, "We got rid of the

so-and-so."

Here in Little Rock I've been hearing sad stories of the Little Rock Third Street, or Downtown Expressway; how the New York consultants hired by the State worked up the plans, but your own Metropolitan Planning Commission never saw the plans until they were unveiled to the public in 1956; how the Metroplan came up with its famous Ten Points, changes which it recommended to the State Highway Commissioners and asked for a meeting, with no success; how the City of Little Rock finally approved the route but asked that the Ten Points be considered; how an official of the State Highway Department said. "Take it as is, or we will spend the money elsewhere"; and finally, in May 1957, after strenuous editorials and questioning from your newspapers, the State Highway Department agreed to sit down and discuss the route with your local planners; now this, as I understand it, is the position of Metroplan, as described to me by Jerry McLindon and others . . . But there is another side to the whole matter of cooperation. ... In many States the State Highway Department has been the single agency equipped to do the job of planning, locating and building highways . . . Until recently, there were few, if any, local planning commissions able to come up with their own plans . . . Just vesterday a planner described his first meeting representing a large metropolitan planning agency, with his own State Highway people. The chairman, a Highway Department man, looked around the room, and said "Gentlemen, we here at this table have 150 years of combined experience in building highways; how much have you had?" The answer was a feeble "Two". Whereupon the State man said "Well, then, let us not be presumptuous" (meaning, of course, "Keep quiet buster, we gonna run the

show.") If this is a one-sided picture, the fault lies equally with the cities which have no planner, which have never adopted a long-range highway plan, and have always depended on the State Highway Departments to do their thinking for them. Above all, however, the real aim of the highway program should be to make each American town and city a coherent unit, a community which can be grasped, understood, enjoyed and appreciated as an organic whole, not just a collection of brick and mortar, held together by a name and a handfull of tax bills.

This cannot be done by ruthlessly cutting through old neighborhoods with new expressways, regardless of old neighborhood names, which often appear on no official city map. It cannot be done by letting the expressway locations fall wherever the Origin-Destination surveys dictate. It cannot be done by making ourselves slaves to the Desire Lines, those neat, straight little symbols on the planners' maps which would mislead us into thinking that because a straight line is the shortest distance between two points, those two points must necessarily be connected by a straight expressway.

Sometimes, of course, there is no easy way; the highway must cut through established neighborhoods, doing great damage. In such locations, we, as onlookers, advisers, self-appointed buttinskis, or whatever we may be called, we should insist that these cut-through expressways be designed to enhance, rather than destroy property values; that they improve, rather than cut off, social contacts. This is easy enough, though expensive in dollars, by the addition of extra underpasses or overpasses for pedestrians, bicycles, or even vehicles. In this way, old associations, friendships, and ways of doing business can continue without destruction.

But my major point remains: the highways must be planned to benefit both city and countryside alike; to improve life, as well as speed up traffic; to make our cities enjoyable, as well as fast-moving.

And now I turn to the aesthetic factors which are being either neglected or forgotten in our rush to produce highways quickly, efficiently, at lowest cost.

A highway is a device for moving the human body, livestock, or other commodities, properly packaged and we hope safeguarded, from one place to another. But a highway is more than that—it is a fascinating form of architecture; a permanent addition to our physical environment, and not merely a gadget we hope to trade in on next year's model.

As a work of architecture, then, highways have special meaning for us.

Architecture is an art which concerns the sensitive more than any other. You can shut up a bad book, you can stay away from a concert hall, theater, or picture gallery . . . But very few of us can wholly evade streets and houses . . . What they have written, they have written, and though their work be, by our ill chance, ugly, senseless, or destructive of natural beauty, we may well have to endure it for two or three centuries . . .

These are the words of the English writer, Williams-Ellis ("The Pleasures of Architecture") to which I add: Highways, and especially expressways within the built-up portions of our city are truly a form of architecture, the most expensive public architecture in our generation.

Also, as I see it, highways are the most neglected subject for architectural criticism in our national scene.

We have here the spectacle of billions of dollars being spent for public architecture, yet few people have grown concerned about anything but "How many cars per hour will it handle?" Consequently, we are getting a full share of deadly dull, monotonous, uninspired architecture laid out across the Nation.

Paraphrasing Williams-Ellis, I might add:

Owing to the massive and permanent qualities of the worst architecture, even the most sensitive parts of the community may, from sheer force of circumstances, get so *used* to stupid architecture (that is, ugly highways) that they will tolerate them to the point of becoming insensitive.

We have not yet gone to hell in a handbasket, however, and the world still admires beauty where it can find it. The world beats its way to the door of beautiful buildings, congregates at the viewpoints overlooking a Pennsylvania valley, an English countryside hemstitched with hedgerows, or a great and soaring bridge across a Swiss chasm designed by an artist in concrete, the engineer Maillart.

The world knows that an object of beauty has the power to "steal out and overwhelm us—do not ask how—but only if we take the time to be overwhelmed", only if we pause in our headlong rush from here to there. This requires us to acquire the "power to stare at a beautiful, still thing," to use our eyes for looking rather than for glancing.

Just the other day, the Massachusetts Institute of Technology brought out its special report: "Art Education for Scientist and Engineer." Here, too, we find a familiar criticism, that we do not fully use our eyes . . . As the report says "there is a discrepancy between the average freshman's ability to think, and his ability to see. Already scholastically mature, he has yet to learn his ABC's in visual terms". And again the report tells us: "The practical value of the trained eye is to inspire wonder and, ultimately, insight".

What does this mean for highway designers? First, I think, that they should include more artists, landscape architects, as well as engineers. Second, that they should provide along their highways and expressways more viewpoints, more spots from which we can enjoy a beautiful vista. Every bridge should have, as part of its design, some designated spot nearby from which the traveler can get the best view... We need more of these viewpoints for enjoying a lovely scene, where we can take in a handsome structure, a distant skyline, waterfall, or deep and narrow valley unfolded for us by the genius of a highway designer.

For publicity's sake alone, these viewpoints can do much to popularize a work of highway architecture. Each viewpoint will attract thousands of camera-toting travelers who will snap pictures that will be passed from hand to hand, shown to friends, often published widely. (Example: San Francisco end of Golden Gate Bridge.)

What these new highways need is informed criticism. We can and should become a Nation of highway critics who, as has been said of the Almighty, are "Easy to please but hard to satisfy", able to find flaws, yet enjoy the virtues of highways. For a critic who can no longer be pleased is no longer fit for his job. "What matters most in the arts is that the pursuit of beauty should begin."

I hope the day will come when the Nation's highway designers are confronted with a well informed, vocal, persistent, voluble and tireless body of critics. We need more bridge-reviewers as well as book-reviewers. We need columnists willing to tackle highway engineers in their own back yard, as well as the problems of the Aswan Dam on the River Nile. As a part-time amateur practitioner of what I preach, I do not happen to carry a handy pocketsized formula for a beautiful highway. The closest thing I have seen is the report of the American Society of Landscape Architects' Committee on Public Roads, Controlled Access Highways and Parkways. But if I were called on to produce such a formula, I would ask that it include some of these ingredients: A big dose of "Separation" so that the roadways will not only be divided, but separated from each other sometimes by thousands of feet.

I would also seek out and destroy all traces of that disease known as "parallelism"—whose victims insist that every roadway, and every thing connected with a highway be dominated by parallel lines. Some victims recover, but some spread their disease far and wide.

I would prescribe a maximum use of native trees, and retention of native vegetation: Wide bands of thickly matted vegetation such as multiflora rose along the median strips, and even earthen barriers to protect the eyes of drivers from headlight glare; a large dose of topographical features which are characteristic of the local landscape; the addition or retention of stone fences, hedgerows, springs, cliffs, and other geographic features; viewpoints, overlooks, parking areas (concealed from the countryside by adequate planting so parked autos do not intrude into the view; multiple-use planning from the start, so that ugly ditches may become reflection pools, old borrow pits are turned into fishing ponds and recreation lakes, so that trees planted along the right-of-way may be selectively cut to produce fenceposts; so that the rights-of-way become continuous strips of beauty, stretches of flowering trees, and of wildflowers across the country.

Mixed into every expressway design throughout cities would be a large dose of open space, extra right-of-way to create garden spots, small parks, and green-belts into the heart of the crowded metropolis.

Along these expressways should be high earthen barriers to absorb the noise of traffic. Into this mixture I would add color—a variety of colors to offset the deadly-glaring white of monotonous concrete. And I would add texture—a rough portion of concrete here, a "singing strip" there, a variation in the joints to give us a clickety clonk or a clackety clack as we approach a town, or curve, or merely pass a milepost.

Somewhere in this mixture would be the kind of variety we now get only on ancient country lanes, the variety of shadows from overhanging trees, or the exciting enclosure in an old covered bridge. (I note that Iowa State College engineering students are experimenting with the stimulating results that come from bouncing back at automobiles the noise of specially designed sides of bridges, anything, you might say,

to wake up sleepy drivers.

Not long ago, Douglass Haskell, editor of Architectural Forum magazine, wrote something about the necessity for "Civilizing Roadtown, U.S.A.". This, I take it, is why we are here, because we are determined to civilize Roadtown, to humanize the highways and expressways, to unify Townscape and Landscape, and in the end to unify our cities.

Will we get the public's support?

I say yes because we are dealing today with a sophisticated and increasingly educated motoring public. True, they detour endlessly to enjoy safe, efficient highways. But they also drive miles out of their way to enjoy—and there is no other word for it—the cramped, crowded, narrow, but utterly delightful country lanes of the Kentucky Bluegrass, these lovely roads with their undulating miles of greystone fences, grown up in honeysuckle, lined with ancient trees, casting deep shadows over the pavement.

They flock to Europe, to the most inaccessible spots of the world, and of their own country, seeking the same visual pleasures which will be utterly denied them on many of the flat monotonous strips of the efficient superhighways. They seek visual thrills in contrast to the outraged, mechanized, cluttered landscapes of our cities and suburbs.

You have today a public educated to structure and shape, aesthetically aware of form and function. They spend billions of dollars for aesthetic reasons on Car X instead of Car Y (while Manufacturer Z rushes off to Italy to hire the greatest artist in steel he can find to design a new Z model). They are beginning to support aesthetic zoning to a degree which in coming years will cause a great shift in court decisions.

They are suspicious of straight-line thinking, sensitive to ugliness, conscious of contrast, anxious to find beauty in crowded lives, tired of

clutter and confusion.

And they recognize visual blight when they see it: billboards, ugly and excessive cuts and fills, abandoned stone quarries, leftover borrow pits, hit-and-miss street furniture, roadside dumps, rusting equipment left behind by road contractors, old rights-of-way left to become dumping grounds, festooned with waste paper.

They know what they like, a total landscape designed to please the eye, as well as to move traffic; a landscape to move men's spirits, as well as automobiles; to lift the heart as well as cut the accident rate. Only when this attitude becomes dominant among all highway planners can we be sure that the new 41,000 miles of highways will be put to their highest and best use.

#### GENERAL LOUIS W. PRENTISS

THANK you very much for a refreshing and stimulating approach to the problem.

Our last speaker this afternoon is a graduate of Bradley University in Peoria, Illinois. He is President and Director of the Le Tourneau-Westinghouse Company. As a manufacturer of construction equipment he is going to approach the problem from a practical point of view, that of the man who designs the equipment to build the roads. However, he is likewise a member of the Peoria Metropolitan Planning Committee and he has just completed a four-year term as a Councilman of the City of Peoria.

#### MERLE R. YONTZ President, Le Tourneau-Westinghouse Company, Peoria, Illinois

MY SUBJECT this afternoon was to listen to the other speakers and then tell you whether or not in my opinion I felt that the contractors and manufacturers were equipped to meet the challenge

that this Federal Highway Program will bring.

First of all I want to say that they are; and I will elaborate on that later. Another thing I want to say right now is I feel that the Federal Highway people are doing an outstanding job on this whole project. It has been my privilege to become acquainted with people like Captain Curtiss and Bertram Tallamy and others all the way down the line and I have never before seen in any Federal undertaking as many competent people heading up a program; so I think we can feel a sense of gratitude and appreciation for the fine job that is being done.

Now that is very important. It is important in this way. We look at this highway program as a terrific expenditure. But far more than that it is an investment. It is an investment in the future of our country. And I am sure that we all feel that the money being spent in this Federal Highway Program will be returned to each and every one of us as aver-

age citizens many times over.

I think we all recognize too that some people fail to appreciate the fact that the United States is a leader in the world. We are a Nation of great leadership. The other countries of the world recognize this, and there is not a week that goes by that a group of people from some foreign country, either a government or engineering, manufacturing group interested in a highway program comes to the United States to

make a study of what we are doing here, and an attempt is made to carry our experience back with them to their own country; of course, in a limited way compared to what we are doing here in the States. The eyes of the world are upon us and watching what we are doing.

So far this afternoon the emphasis has been on engineering and planning. Certainly, these are very important parts of road building. I am here, however, to defend the contractors who build the roads and the manufacturers who make the roadbuilding equipment. I think they, too, are playing an important part in realizing this highway system; and I want to develop this phase a little more.

Just to give you another idea as to the size of this highway program,

I might compare it with the Panama Canal.

Scope of Interstate Highway Program: 60 times greater than Panama Canal job; Approximately 60 billion yards to move; Average of 190,000 yards per mile; 1.8 billion yards to be moved in urban areas.

Contractors of America are geared and ready to handle the highway program. The number of contracting firms is increasing daily—33,100 new contractors (of all types) were added in 1955—a gain of 6½ percent over 1954. Over 8,000 contractors handled \$100,000 volume or more in 1955. Over 2,500 of these contractors handled \$1 million or more in volume—a gain of 11 percent over 1954. Number of contractors in business today represents a gain of 19 percent in last 5 years. In 1955 a total of 2,316 contractors handled 5,375 different projects at \$1.9 billion.

Mechanization in Earthmoving is Key to Success. Le Tourneau-Westinghouse developed the rubber-tired self-propelled scraper in 1938 and made large volume earthmoving at high speeds a reality. Use of these rubber-tired units has resulted in holding earthmoving costs down—only an 8 percent increase in the last 30 years! This contrasts sharply with the tremendous rise in costs in construction materials and labor which increased 239 percent in that period!

Competition is a big factor in holding costs. As a whole earthmoving contractors are using their equipment at only 49 percent of capability. Bids are highly competitive, resulting in holding prices at lowest levels.

The Challenge to Contractors: Better planning and design for efficient field operations; lower ratio of overhead to be absorbed per dollar volume; tighter scheduling and fuller use of existing fleets, thus getting more operating hours per year per machine; more selective use of machines to make sure the right size and type are on the right jobs; and replacement of obsolete equipment to secure better production and efficiency.

The Challenge to the Construction Equipment Manufacturers: Improved designs for still better production; adequate parts and service facilities at the local level.

The Challenge of Financing: Need for better understanding of contractors' problems by lenders; a close look at "tight money" and its

effect on the contractor and the highway program; financial help for the small contractor to help him get a share of highway construction work.

The Challenge to the States: Better and faster engineering to get roads into actual construction stage; programming construction work to allow contractors to better utilize their equipment and manpower. The continuity of contracts would enable the contractor to spread overhead costs over a wider range of contracts to help keep costs low.

In Summary: Highway program is necessary and realistic; contractors have know-how and equipment to handle it; by-products of the Highway system promise countless opportunities for new businesses, industrial and housing developments. Most important—new highways will save the most precious of all U. S. possessions—American lives.

We think it is wise that this program has been scheduled by Congress over a definite span of years. This gives the manufacturers an opportunity to schedule their production each year of the program in keeping with the contractors' scheduled equipment needs year by year.

I visualize future location of plants and factories out in the rural areas with employees commuting to and from their homes in the urban areas. This plan is a far more feasible arrangement than our present setup. Thus huge new highway program will contribute greatly to such a plan.

There will be terrific economies to the people of this country because of this new highway program. We must therefore plan for maximum efficiency in its construction.

I have digressed from my subject but as I close my talk now I want to say that I feel confident that contractors and manufacturers are prepared to meet the challenge that this Federal Highway Program offers.

#### GORDON C. WITTENBERG

OUR thanks to General Prentiss and this panel for the splendid session of "41,000 miles to Tomorrow."

There is one point on which we can all agree. We must all work together.

# The Citizen's Role in Planning

HARRY N. OSGOOD, Director of Urban Programs, Sears-Roebuck & Company, Chicago, Illinois

PIRST, let us take a look at Main Street 1957. Downtown the business section faces many problems: inadequate off-street parking, congested streets with traffic often at a standstill in busy hours, state highways through the main street, mixed land uses of residence and business with the resulting stranglehold on needed business expansion. Before we pass out of the downtown central district let me mention that Sears, Roebuck and Company is part of main street with 1416 units in cities all over the country.

Adjacent to and life blood to downtown Main Street are the residential areas. But some of the residential areas are blighted with a mixture of problems. To mention a few: not enough houses, substandard houses, too few recreation areas, crowded schools on double shifts, inadequate zoning of land uses, inadequate housing, and building, fire and sanitation codes inadequately enforced are typical of the average

city.

Whose responsibility is it to do something about the current ills of our cities to achieve a better planned Main Street 1969? Too long the attitude has been "Let George do it" and usually by "George" is meant the government—city, state, or Federal as the case may be. Definitely the technicalities of city planning must be the role of government. The Mayor and council, city manager, city planner and other municipal officials are appointed or elected to do what is needed to bring about a better city. But as much as it is the citizen's responsibility of putting the municipal officials in office so it is the citizen's responsibility to know and support the planning of its city's present and future shape. Sometimes with an apathetic administration citizens must be the catalyst to create a climate or perhaps prod officialdom into action. Private citizens as a rule cannot be too effective individually. A team effort is necessary whether it be to support or initiate a program of city planning. This team, citizens council—call it what you wish—should not be a part of the Chamber of Commerce or a committee of the League of Women Voters but an entirely independent organization made up of leaders of the entire community: civic, business, industrial, labor, religious, patriotic, and social. I have yet to find a city where the press, radio and television will not give full support to any worthwhile organized movement to bring about community improvement. Nor do I believe that any "city fathers" have any but the warmest feelings toward a sincere group of cooperative citizens. Business and industry should be an important part of the citizen organization, for they realize their responsibilities as corporate citizens in the community.

My own company, Sears, has long recognized its corporate civic responsibility. Almost a half century ago Sears began assuming this

responsibility. Through national programs with such groups as the 4-H Clubs, the Grange, the Future Farmers of America, and others, we were able to make a contribution in the rural field by way of creating rural leadership and improved agricultural methods. Working locally with people, our store managers made available to youths pedigreed sows, bulls, and hens.

Sears today has evolved into a business which is primarily urban. This has brought about a similar trend in our public relations activities. We are trying to do our part in improving conditions in urban communities.

The critical need of urban communities is intensified city planning and urban renewal programs. A stagnant and decaying community is unhealthy for people and it is equally unhealthy for business and industry.

T. V. Houser, Chairman of the Board of Sears and a director of ACTION, recently said: "A well-planned, carefully organized, and skillfully executed attack on the spreading blight and decay which has infested so many of our urban areas means not only a better community and a better city for those who live there, but a better, more prosperous America for all of us."

Sears has had a national Sears Urban Renewal Program for over a year. In general, this program is one of informing the members of the Sears organization of the complex problems in connection with urban renewal and city planning and indicating how Sears people can in their locale most effectively contribute towards their solution. Throughout the country Sears store managers and other company executives are associating themselves with, and lending active support to, the voluntary civic movements set up to deal with the urban renewal and planning problems of their own communities. We are proud of the fact that in a considerable number of instances the Sears people have been the catalyst which has started a hitherto non-existing movement.

Awareness by cities of the importance of city planning has created a situation where trained personnel in this field are in great demand. Last year there were only about 170 graduates from all planning schools—job openings amounted to over 400. The Sears-Roebuck Foundation through a recent grant created five fellowships in city planning and next year there will be ten fellowships in use.

Recently we compiled and made available a primer type of booklet on urban renewal and city planning called the "ABC's of Urban Renewal." Originally planned as an internal company education tool, within three months we have had a national distribution of 30,000 copies.

# 1969—The People Are Deciding It Today

WE ARE to speak at this session on "1969—The People are Deciding It Today," gearing people's will to development. We have as our Chairman, a native Pittsburgher, Park H. Martin, who is Executive Director of the Allegheny Conference on Community Development. This is a private citizens organization spearheading and coordinating the renaissance program in Pittsburgh and Allegheny County. For many years Mr. Martin was engaged in the private practice of engineering and was former director of the Allegheny County Planning Commission. He was educated at the Carnegie Institute of Technology. Mr. Martin received the honorary degree of Doctor of Engineering from his alma mater in 1949. In June, 1955, Mr. Martin was elected as honorary member of the American Society of Civil Engineers by that Society's Board of Directors.

Mr. Martin has been Executive Director of the Allegheny Conference since 1944. As operating head of the Allegheny Conference Mr. Martin has exercised an important role in planning many projects in Pittsburgh's

rebirth.

PARK H. MARTIN, Executive Director, Allegheny Conference on Community Development, Pittsburgh, Pa.

THIS is my first trip into this part of the country. And it certainly

■ is a very enjoyable—a very fine conference.

When I was asked to serve as Chairman of this meeting, I was given instructions that I was limited to fifteen minutes and they would like to have me make some remarks about what has been happening in Pitts-

burgh and particularly stress how we have been operating.

I know that there has been a great deal of publicity over the Nation on this so-called Pittsburgh renaissance. But I would like to say to you that the real story in Pittsburgh is not the story of brick or stone or mortar, buildings or highways; it is the story of the people; it is a story of leadership. It is a story of cooperation which I believe is the type of a theme to which this meeting is addressed. And for the short period of time that I have I am going to talk about the Allegheny Conference; what it is and how it operates, both inside its own organization and with the public.

To really know the beginning of the Allegheny Conference you would have to have known Pittsburgh in 1943 when the idea originated for a strong citizens organization, to do a job, as we call it, of research and planning to develop a community plan which then would be presented to the public and receive through educational process the public's acceptance. You would have to recognize Pittsburgh as probably the dirtiest city in the Nation, a city that was struggling with traffic prob-

lems, and with the rundown commercial area in the Triangle to realize what has happened and how far we have come. I am not going to praise our work. It should speak for itself. But it really has been something

that is almost beyond conception.

The Allegheny Conference was conceived by Mr. R. K. Mellon, Dr. Robert E. Dougherty, who was the President of Carnegie Institute of Technology, Dr. Edward Wideline, who was head of the Mellon Institute and Mr. Allen Scape of Mellon-Scape Foundation. Dr. Dougherty became the first head of the Conference. He started out with a type of leadership which was beyond criticism from political approach and which had the scholarly background for research and planning. This Allegheny Conference was incorporated in 1944 as a non-profit agency under the Internal Revenue Code of the United States. It is devoted to research, to planning and public education, and now its most important work, I believe, is coordination.

We are not in any sense a federation. We have only a hundred members but those persons are drawn from the fields of labor, banking, commerce, industry and education. They are top level people. We do not believe that we should have persons who can only say *No* and never say *Yes*. Our people represent the leadership that can make up its mind

and make its decisions.

We first set out to ascertain the facts about the community. Some one of the speakers here yesterday speaking of Forrest City, said they ascertained the facts about the community. Basically, we took our community apart. We did not kid ourselves as to personnel, assets or liabilities. And after that we then developed a program. It was important to recognize the fact that we have maintained a very good working relationship with public officials. That means from the Governor of the Commonwealth down through the Board of the County Commissioners and the Mayor of Pittsburgh. In fact the Mayor of Pittsburgh, the mayors of our three third class cities and their County Boards of Commissioners are all sponsors of the Allegheny Conference.

The first piece of public relations that we did was a brochure. We have used three types of brochures for public education. This one was called "A Civic Tonic for Better Living" in which we attempted to show the public the need for studying the area to find out its problems

and what should be done about it.

After two years of study we developed a program. We then put out what we called our "Challenge and Response." In this book we carried on one side of the page the challenge, in this case, smoke and dirt, and on the other page the response. We went through our whole program with the challenge on one side and the response on the other. That type of brochure could not be given to every person in the community. Then we moved into a folder which we were able to put out to the schools and which we called "You—All of Us". Every person in Allegheny County had an interest in this program. And in smoke control we used another

type of folder. Over 100,000 of these went out to the schools and the children were asked to take them home to their parents. And we are sure they have done so by the response of the people. And finally, just last year we reported to our community through what is now called "The Gold Book," which we called "The Allegheny Conference Presents" and in which by pictures and words we have told people the story of what has been done in the past ten or eleven years. Personally, and I hope modestly—I think it is a striking presentation of a great civic renaissance.

We have maintained a very fine working relationship with the press. I will not have time to tell of our understandings but the public press has been a very, very great asset to public education, and keeping the public informed as to what has been done and what was being proposed. We have made use of radio and TV. The stations have been very liberal with time as a public service. And now with our educational TV station WQED we have another opportunity of presenting to the public the story of our community program.

I would like to mention quickly the relationship between the Allegheny Conference and public officials. While I lightly touched on it, it is important for you all to remember that a non-profit private agency had not any part whatsoever to do with those things that are of a public nature. And we work very closely with our public officials. We hold conferences, explain the purposes of our program and I believe we have

had outstanding leadership on the part of our officials.

I use a very common expression that the Allegheny Conference and myself as director never do what I call *front run* the public officials. In other words, I say, we do not have to be elected to anything. They are public officials and of course, expect to be elected again and can take some credit out of the program by cooperating. More power to them. We recognize their position in the community and we believe they recognize ours.

We have a relationship with other civic agencies. We have never transgressed, let us say, on the fields of other civic agencies where they were doing a job. But where they were not doing a job, then we have

stepped in to see that the job was done.

I mentioned a few minutes ago the matter of coordination. I believe yesterday on the highway program that was discussed at some length, particularly in the Detroit part. We think that is terrifically important when you have three levels of government and in our case we have 129 separate municipalities. We find it extremely important to have coordination between the various levels of government. And strange as it may seem this private agency of which I am a part, is used and asked to serve as a coordinator by the public bodies. We have had a Republican state government. We have had Democratic city and county governments and we have been able to coordinate those various political levels. And again, strange as it may seem, you will probably

find that even inside of a political party there can be some very deep feuding. As an example, last Friday just before I came down to Little Rock, I went to the City of Erie to talk about a highway matter that affected the cities of Erie and Pittsburgh. I went at the request of the Secretary of Highways. He felt that I could do a job on this project that he and his department could not do because of some differences between the departments and the City of Erie. We have acted as a coordinator between private industry and the Highway Department and in various other ways has this agency been able to bridge over the various

problems which arise.

I would like to mention the level of the Conference members, particularly our Executive Committee. It is unusual to find the type of men who are willing to give of their time to the community effort such as we have in this Pittsburgh program. For instance, we have the President of U. S. Steel Corporation serving on our Executive Committee. We have the President of H. J. Heinz Company; we have the President of the Westinghouse Electric Corporation; Mr. I. W. Wilson, President of the Aluminum Corporation of America; Mr. Arthur Van Bushirk, Mr. Mellon's right hand man; Mr. Snyder, Chairman of the Board, Crucible Steel Corporation, and men of that character. These men are now so much inoculated with their civic responsibility that they turn out every month to attend the meetings; in fact, I would proudly say to you that we have had a 75 percent attendance of these special persons at our Executive Committee meetings over the past ten or eleven years.

One other angle in which an organization such as ours has been able to draw civic leadership into the community effort has been through the use of authorities. You may not know much about authorities in this part of the country. We have used the authority mechanism very much in carrying out our program. And we have drawn on our member-

ship for persons to serve on the authorities.

These are public appointments. And I was asked a question by one of our speakers on the leadership of the Mayor and the Council and the Commissioners. They have kept politics out of these types of things because most of our men are Republicans in their political persuasion and yet in most cases the majority of members on these Authority Boards are Republicans with the Democratic members in the minority. I say to you that this is a high type of political leadership.

We still have a long road to go but I am confident that with the community education of our members that the road ahead so far as

we are concerned is bright.

It is now my pleasure to introduce to you the first speaker on your panel. He is William B. Arthur, Managing Editor of Look. Mr. Arthur is a native of Louisville, Kentucky. He attended the University of Kentucky at Lexington and after graduation returned to his home town to join the staff of the Louisville Courier-Journal. During World War II he was Chief of the Press Branch of the War Department,

Bureau of Public Relations, and until recently maintained an active Lt. Colonelcy in the U. S. Army Reserve. He also maintains two commissions as a Kentucky Colonel, both of which were bestowed upon him in one six weeks' period. Mr. Arthur has been with Look for eleven years. He joined the Washington Staff of Look in April 1946 following his separation from the Army and shortly thereafter he became a member of Look's New York editorial staff. He subsequently moved up to Assistant Managing Editor and became Managing Editor of Look in December 1953.

He plays a prominent part in all civic and charitable activities and is president of the local civic group working for the betterment of the community. He is a member of Sigma Delta Chi journalism fraternity.

### WILLIAM B. ARTHUR, Editor, Look, New York, N. Y.

AM here to tell you something about Look's interest in two specific programs to encourage the cities of the United States to improve their communities. These are programs which, in our opinion, are made possible only because "The People Are Deciding It Today". The first is the All-America Cities Awards program—a unique program cosponsored since 1952 by Look and the National Municipal League.

Each year, eleven communities are named All-America Cities in recognition of their outstanding civic accomplishments brought about through the initiative and action of their citizens. An All-America City's accomplishments may be in a number of important areas of civic life—such as improvements in city government, schools, public health, municipal facilities. In fact, a citizen-led campaign leading to any major improvement of benefit to the community as a whole may help a city win.

It has often been said that an All-America City Award is the most coveted honor that can come to a city. If that is true—and, frankly, we believe it is true—then we are heartily glad of it. Not only do we enjoy having our awards so well regarded, but we know that the higher the honor, the harder people will work, and the more they will accom-

plish, in striving to merit it.

The second project sponsored by Look recognizes improvements made in home neighborhoods and residential areas. This program, which was inaugurated in 1956, is called the Community Home Achievement Awards. You people here in Little Rock need not be told what a Community Home Achievement Award is. You have one. Little Rock is one of the nine cities which in April became a charter member of the first Community Home Achievement team.

For the benefit of those who are not residents of Little Rock, I should like to point out that, as in the case of the All-America Cities Awards, a high degree of citizen participation is a vital factor in winning

a Community Home Achievement Award.

Many of you may wonder why a national magazine goes to such trouble year after year to encourage communities to improve themselves. You may say that a magazine's function is to print stories and articles—and these two award programs add up to only three or four stories out of the hundreds *Look* publishes each year. To answer this question, I would like to tell you briefly why *Look* sponsors the two award competitions for the cities of America.

Look's greatest concern is in people—what they do, what they feel, what they believe, what they want. It is a never-ending story, which we try to tell with warmth, understanding and wonder. We believe in people, but our interest goes beyond a mere belief. We also know what people can accomplish. We know that fellow citizens, working together in their community for a common end, can achieve tremendous results.

We have seen it happen time and time again.

As we view it, American democracy is evolving in a new and exciting direction—almost under our very eyes. If we cast our minds back to the earlier days of the Nation, we see a much simpler pattern—fewer and smaller cities and towns, separated by vast areas of farm land, woodland or prairie. Local governments had comparatively few functions and responsibilities and, except for some half-dozen metropolises such as New York, Boston and Philadelphia, civic affairs were relatively uncomplicated. The little red schoolhouse took the place of the Department of Education, and Farmer Brown's horse solved his transportation problems.

As we all know, the picture has changed greatly since that time, and the change has come about with breathtaking velocity. First came the growth of industry, which drew large groups of workers to metropolitan areas. The second change was ushered in by the development of rapid communication and transportation—the telegraph, the railroads, the telephone, the automobile and, finally, the airplane. And the third change was brought about by our astounding population growth in the past 50 to 75 years. The population of the United States has more than tripled since 1880, and today there are more people in the three States of New York, Pennsylvania and Ohio alone than lived in the entire country in 1860, at the outbreak of the War between the States.

At the risk of over simplifying a very complicated process, I should like to compare our country to a boy who is growing so fast his wardrobe is in constant need of readjustment. Unfortunately, however, a Nation, or even a city or town, cannot go out and buy a new suit of clothes ready-made. When growth and change outmode our schools, our streets and highways, our residential sections, our transportation, sewage and water systems—and even the very methods by which we govern our cities—the adjustment must be made step by step. To be sound and good and lasting, a Nation's new set of clothes must be woven strand by strand, with the majority of citizens helping, or at least approving each new design in the pattern.

As we watched and studied the work being done in the 800-odd cities entered in our awards competitions since 1952, we began to see definite outlines taking shape in this pattern in community living. And I want to tell you that our cities are today embarked on one of the most exciting ventures in the growth of America since the opening up of the territories west of the Mississippi.

The problems of each community differ in detail, and different solutions are being found to meet individual community needs. But the pattern is built around one key design—and that design is teamwork

and mutual responsibility at all levels of the community.

Take housing, for example—a subject in which Little Rock has been particularly concerned. The attitude of people toward housing has changed immensely in the past few decades. Throughout history, the lower-income groups—or the poor, to call them by their historic group nomenclature—have been left to shift for themselves in the least desirable housing areas—the shanty towns, the tenement districts, or the once-good neighborhoods which have fallen slowly into decay. All who could afford to, moved as far away as possible, and then developed a form of civic myopia to the existence of these pockets of blight.

That has been the custom wherever large cities have grown up in imperial Rome and medieval Paris no less than in modern America,

that is, in America, until recently.

Frequently, we tend to take for granted such marks of progress as zoning, city planning and minimum housing standards. But viewed in their historic framework, such civic controls are very recent achievements, so recent, in fact, that—as late as last year—it took a decision of the Arkansas Supreme Court to enable you people of Little Rock to set up an effective housing code and the machinery for rigid enforcement.

That decision of the Arkansas Supreme Court is very much a case in point. Why was it made last year? Or why was it made at all? Because the people of Little Rock insisted on it, because the people of Little Rock, like citizens of hundreds of other cities across the country, are helping work out the new pattern. They are caught up in the new awareness of mutual responsibility for the homes and neighborhoods of their city.

In many other areas of community life, as well as in housing, we have found this same pattern of citizen action, citizen participation and mutual responsibility evolving. City after city, and town after town, is finding the solution to one or more of the problems that the modern age has brought, along with its benefits. And more and more of these solutions are being found in the active participation, devotion and determination of large groups of citizens.

Let me flash back, for a moment, in our thoughts of tomorrow, of the future you men and women here are planning and working to accomplish. Let me dwell, for a moment, on the significance of what you are doing. Did you ever stop to think that Main Street is a totally American idea? Did you ever realize that they do not have Main Streets, as we

know them, in Europe or in Asia or in Russia?

To me, Main Street means a throbbing place—an alive place—a place where people congregate, and walk up and down, and go to church and do business and even whistle at the pretty girls. Sometimes Main Street here in America is garish and uninhibited and sometimes even ugly but it is also exciting, neon-lit, busy with cars, in motion. And Main Street can be nostalgic too, reminding each of us of our lost youth and the days when life seemed to be more simple.

Main Street is the American market. As magazine editors we constantly try to take the pulse of this market, try to aim what we publish at all the Main Streets in America. Every time we ignored the grassroots of our country, we lost touch with America. Main Street is never "long-haired" or "egghead". It is lusty, and common and down-to-earth. Main Street is Will Rogers, Sam Rayburn, Billy Graham, John

McClelland, J. C. Penney and Lawrence Welk.

Do you know the significance of these Main Street towns: Shadwell, Virginia; Kinderhook, New York; Mercersburg, Pennsylvania; Point Pleasant, Ohio; Fairfield, Vermont; Staunton, Virginia; Plymouth, Vermont; West Branch, Iowa; Lamar, Missouri and Denison, Texas? Those were the birthplaces of American Presidents. Except for Theodore Roosevelt, who was born in New York City, and William Howard Taft, who was born in Cincinnati, Ohio, every one of our Presidents came from farms or villages or towns which gave them a knowledge and understanding of the distinctly American concept wrapped up in the idea of "Main Street".

Every day in Washington bus loads of visitors from every part of the country pile out in front of the Lincoln Memorial and fill the air with the excited talk and laughter of America on a holiday excursion, but the moment they enter the sacred inner chamber of the shrine there is reverent silence, a sense of awe, a hush. This is Main Street replenish-

ing the spirit in which it is formed.

Main Street evolved from frontier life. It was the starting point and the terminus of the Oregon Trail. It was rutted with the tracks of wagon wheels, a cloud of dust in dry spells and a sea of mud when the rains came. It was lined with hitching posts. Its social center was the livery stable or the saloon. The blacksmith, the wheelwright, the harness maker, the keeper of the feed store—these were solid citizens in Main Street's unpaved era. I do not know for sure, but I strongly suspect, that the continued popularity of Western movies among young and old alike, stems from an instinctive love or homesickness for early Main Street where women were pure and men were strong, where virtue was rewarded and villainy was apprehended. On Hollywood movie lots is painted the portrait of frontier America.

The first Henry Ford changed all this.

When cars scared the daylights out of horses hitched to posts on Main Street, when streets and highways were paved after humiliated citizens wearing absurd looking goggles had to get out of their Fords with the shiny brass fittings and push while their wives took a hand at steering, when these scenes were repeated often enough the dirt road chapter of Main Street was ended and the campaign for good roads got under way. When a farmer could drive into town in a Ford, pick up supplies and get back to the farm in time to get in a day of haying or ploughing our whole economy was changed.

Suddenly, before anyone else had articulated it, a red-headed, gangling, thin-faced chap from Sauk Center, Minnesota, saw that Main Street was tawdry and provincial and commonplace and held up the lives of its men and women for all the world to see. The writer was Sinclair Lewis, and the title of his book was *Main Street*. It was a shocking portrait, but no one who had ever lived in a small town could deny that the types described were real. The book came out in 1920.

It has become a landmark in American literature.

It depicts a Main Street all of us have seen. There is no beauty in it. Sinclair Lewis put his finger on two characteristic American traits—the placid acceptance of the temporary so long as it is utilitarian and the development of private enterprise without much regard for the aesthetic.

Ours is a land of great resources and of great waste. We have never hesitated to cut down a forest of trees or to pollute a stream or tear down an historic building if a new road or a new plant is needed. On the approaches of our big cities are to be seen piles of rusting vehicles and machines. We make new models of everything before the old models have served more than a small fraction of their usefulness.

The planners who want to make Main Street more than a bus stop on a super highway started ten years too late to blueprint improvements that ought to look ten years ahead. Main Street has jumped from mudholes to concrete, from bandstand to jukebox, from cracker barrel to supermarket in such a short space of time no one was prepared for

what in a real sense has been a social and economic revolution.

Why do town planning boards have such a problem on their hands? To create form and beauty and stability which will give some permanence to a community's unique personality or character, planners must cope with the businessman's traditional restless activity, his need for change, his pursuit of new and bigger markets. He will chip in for a parking lot or a new airport but is often less eager to plant trees or build an art gallery or library.

If you travel across this country in a car or on a train one impression etches itself into your mind: our towns and cities seem new and unfinished. They also look as though they had just sprung up helter skelter with no planning whatsoever. Everyone built the kind of house or store he wanted where he wanted it, and if old trees were in the way he cut

them down. He knocked down old houses, regardless of what chapter of American history might have been connected with them. From car or train window, to right and to left, in towns and between towns, are miles of ugly billboards. Added to these giant posters which mar our view of distant lake and hill are the little local signs that extol the fine food to be had at a diner or the restful beds to be enjoyed in Dew Drop

Inn. The citizen seems to be a trapped animal.

If you look for them you can still find little American towns that time forgot, where the charm of other days still lingers in faded glory. You can reconstruct the adventure of whaling days in old Nantucket, and among the wide streets and ancient elms of Litchfield, Connecticut, New England town beauty is as authentic as an old print. Reconstructed Colonial Williamsburg in Virginia recaptures for us the grace and the elegance and the amenities of a generation of men and women who knew how to live. You cannot wander through the streets of the old French Quarter in New Orleans without feeling the gay spirit and the reverent attachment to beautiful things of a people who could build those delicate iron grill work balconies and intimate little enclosed gardens and patios. But these are isolated islands of charm. Are they dead things, ghosts of a past that can never be relived? Or do they have in them the seeds of life in the form of inspiration?

The mind of the American businessman is geared to the future. He spends a lot of research money in an effort to blueprint the goals and trends of the decade ahead. He loves forecasts and projections. He calls his gamble on the future venture money. He has little desire to dredge up the past, because sentiment gets in the way of progress. Often the nearest he comes to compromise with the past is to indulge his wife's passion for antiques. This preoccupation with tomorrow is the religion of the empire builder, the pioneer. A dream? It has to be, since tomorrow never comes, and since every living breathing moment of man is *Today* and can be nothing else. But it has built America. It is Western civilization. It is Main Street. Main Street will not stay put. It is always having its face lifted. It is nervous and self conscious and full of get-up-and-go. It is noisy, cocky, brightly illuminated, well advertised and solvent. It is also magnetic, for all other roads and streets lead into it like the tributaries of a great river.

Main Street's many sidedness, its pride and its shame, its alternate renewal and decay make it complex, elusive and dynamic. I have already pointed out that it has evolved from mudhole to paving stones, from hitching posts to parking lots. Once a frontier outpost, it is now hemmed in by suburbs, choked with traffic. Its architecture has been log cabin, clapboard, Greek revival, Victorian, American Gothic, ultramodern, it has been pine, and brick, marble, brownstone, granite and now glass. Tomorrow it may be some new plastic we have never heard of.

This conference has made Main Street its central theme. It certainly simplifies the discussion to stick to a single topic. Are we not forgetting

that a good part of our problem is not Main Street itself, but the little streets a block or two off Main Street? Main Street has the lights, the big flashy signs, the traffic cops, the glamor and the glitter and the swankiest shops. Main Street has the attractive front, the impressive facade. But what about the little streets lying back of it. Here, off the main stem, are the parking lots, the garbage cans, the stinking slums, the faded store fronts, the grubbier lunch rooms, the honky tonk arcades, the saloons, the delivery trucks, the weed grown vacant lots littered with tin cans and discarded mattresses, the junk yards, the red light district, the abandoned factories, the broken windows and the ubiquitous alley cats and 4000 people in one block—no building over 4 stories. Main Street has been too busy polishing its own brass doorknobs to take much notice of its filthy back yard. Often Main Street has gone merrily on its way without any civic concern about its neighboring streets. This is true of towns large and small. Even New York's fabulously sophisticated and wealthy Park Avenue is but a short walking distance from less fortunate avenues that fester with poverty and human degradation. Just as some of our once pure streams are now polluted with sewage and chemical waste, in the same way and to the same degree are our Main Streets polluted by the filthy streets that form their tributaries. Some town have recognized this blight and have done something about it. Planning boards throughout the land must continue to do more and more about it. The great super highways of the future, now in the building, must not draw the thousands of visitors who travel by car into these cesspools of off-Main-Street-slums. They must be tidied up, not for the visitor's sake alone but for the sake of those who have been forced to dwell in them. Men do not go out and build slums. Once respectable neighborhoods become slums through civic indifference and neglect. The human spirit is not born foul. It becomes degraded by environment and man's inhumanity to man. To have Dead End kids you have to have Dead End neighborhoods for them to grow up in.

Something is happening in America today. It is happening because of meetings like this, and wherever you go you are beginning to find rich and poor, prominent and obscure—leaders in commerce and industry, working men and women, housewives, city authorities, teachers, and even school children, learning valuable new lessons in cooperation, and pulling together to make their cities and towns a better place in

which to live.

Look is proud to take part in this exhilarating development in American democracy. We feel especially privileged, through our programs sponsoring the All-America Cities Awards and the Community Home Achievement Awards, to be in a position to watch the pattern take shape, to encourage and reward its growth, and above all, to tell the Nation through our editorial pages this great story about the American people—what they believe, what they want, and what they are going to

do to make our land a Nation of stronger, better, more unified and more prosperous communities.

#### CHAIRMAN PARK H. MARTIN

UR next speaker is John Osman. He is from South Carolina and a graduate of Presbyterian College. Following graduation he served as assistant to the President and as a member of the Athletic Department of that Institution. He also served as Assistant to the President, Coach of Track and Professor of Philosophy at Southwestern College. Memphis, Tennessee. Mr. Osman studied the Medieval City at the University of Chicago and later pursued urban studies of the medieval cities of Northern Italy, particularly Florence, Sienna and Pisa. He studied the urban development of early American civilization in the Southwest, in Mexico and in Yucatan. He also spent some time in England and in the Scandinavian countries investigating the place of civic studies in programs of education. Mr. Osman left Southwestern College to become Director of the Test Cities Project of the Fund for Adult Education in 1952. In 1953 he became the Eastern Regional Representative of the Fund for Adult Education and in 1955 became the Vice-President of that organization. Mr. Osman is presently located in White Plains, N. Y. which is headquarters for the Fund for Adult Education, an independent organization established by the Ford Foundation to encourage and assist in the development of programs of liberal education for adults.

JOHN OSMAN, Vice-President, Fund for Adult Education, The Ford Foundation, New York, N. Y.

POR some years now I have been coming to Little Rock, after settling on Madison Avenue, my mind returned to the Tennessee bacon in the Marion Hotel and to the cornbread and turnip greens of Franke's. I like to get back to Little Rock.

For some years I have been an ambassador heralding the Arkansas renaissance which as I see it, was inspired by Edward Stone's return to the State and the building of some of the best architecture in America and then by the advent in your midst of Winthrop Rockefeller who gave you a new faith in your State. Today Arkansas moves mightily ahead and I want to congratulate you on the magnificent projection that you have made for a greater Little Rock, build your city well.

Every child born in the City of Florence is baptized in the ancient Baptistry. He becomes, at one and the same time, a child of the Church and a citizen of the city.

This rite takes place in the venerable octagonal-shaped temple that has been the focal point of Florentine life since the 9th century. Placed like a jewel in the center of the city, the Baptistry—once the Cathedral—has been the scene of historic civic rituals for centuries.

Contrast the significance of this sacramental initiation of the Florentine into citizenship with the casual manner in which an American

becomes a citizen of Atlanta or of Memphis or of Little Rock.

There is no ritual among our civic institutions to mark such an important event as becoming a citizen of a city. We become citizens of Little Rock or Chicago with equal indifference. We move from city to city without a ceremony to accent the change in our loyalty and in our citizenship. We have no rites to extend and to deepen our civic awareness. We ignore the shifts that take place in our civic responsibility. It is no wonder that people are apathetic about civic obligations. We should not be amazed at the plight of our cities when there is no civic virtue.

The redemption of our cities from their present plight depends upon our establishing a mature civic tradition in American life that will both inspire and educate a civic leadership. Only then will Main Street

undergo the transformation called for today.

The failure of a civic tradition to mature in the American urban scene, on the other hand, has lead to a crisis in civic affairs. It has prevented an effective civic leadership. The amenities of urban life have been lost. Without wisdom about urban ways, the city has bred its slums, its skid rows, and its city bosses. Main Street is a shambles. It is not much better than its extension—Road Town. It is reason for civic shame.

The simple social structure of our early American society produced the simple physical forms of villages and of small towns. Villages were built around squares. Towns grew up along the roads which became the main streets. These civic forms dominated this country for a century. They gave shape to our cities. The prevalence of the village and the town tended to make the Nation village minded. The village and the town determined our ways of thinking about our cities. But the wisdom of the village is not enough for a modern, industrialized society such as ours.

The form and function of the village are not adequate for the contemporary industrial city. Little Rock requires a different kind of knowledge to understand it. Little Rock requires a different set of institutions to make it work smoothly and efficiently. The problems of the American city are ones of urban design. The modern American city needs the urban mind. And the urban mind is the product of a civic tradition.

Since our civic sin is a consequence of our ignorance in the arts and sciences of civic life, my proposition is, further, that a restoration of the civic tradition is a necessary preface to any effective city planning. If we are to build our city, we must first of all uncover the civic soul. Sometimes we call this intangible aspect of the city its civic spirit. The ancient city referred to it as its *genius*.

Now building a city is a sacramental act on the part of the whole people. For a city is the physical manifestation of an invisible reality—

the soul of its people. Ancient cities were worshipped by their citizens. Americans appear to hate their cities. We do all we can to demean and disgrace them.

But there is an intangible spirit at the heart of a contemporary commercial city that must find its expression in and give purpose to the city building of its people. We should endeavor to make an art out of

our town building.

The citizens of a city must discover the character of the city if they are to build an image of its soul. They must understand its nature and its function before they can design it. For, the design of a city is not to be found on the drawing boards of the city planner. The forms of the city live in its people. They emerge out of the mind and spirit of its citizens. They reside in the very history of the place. The discovery, and the organization of these subtle forms, is the task for a program of civic study.

Such a program is the prelude to planning.

Perhaps we need to define some terms. By civic I mean that which pertains to the city. By civic tradition I mean that body of customs, of beliefs, of attitudes, of institutions, and of knowledge—the accumulated wisdom of centuries of city dwelling—that is at once the source and the heritage of our western civilization. By civic studies I mean the arts and sciences that belong to the body of knowledge concerned with the city. By townsmen I mean the people who live in and near our cities.

This new age of the city makes large requests of its townsmen. And who are the townsmen today? Who are the inheritors of the sense of beauty which belonged to the citizens of Athens? Who are the heirs of the urban wisdom possessed by the burghers of Amsterdam? Who are the descendants of the merchants who frequented the Globe Theatre and built Shakespeare's London? What has happened to our townsmen and what are the lessons they should have learned from the citizens of the great cities of the past? Where is the civic way of life? Are the American people really city people?

Many of our townsmen have moved out to the suburbs and to the rural retreats beyond the suburbs. They fled to escape the city and to seek the supposed stability of the villages and towns. Yet, when they get to the country, they find towns and cities there—and there, too,

puzzled people are endeavoring to restore civic traditions.

These refugees from our cities have been replaced by a new type of city dweller. The townsmen of New York today come from the fields and villages of Puerto Rico and of the South. The new townsmen of Atlanta, of Tulsa, and of Little Rock come from the farms and villages of the South and the Southwest. The city has been left to a new emigrant often uneducated in the civic arts, and, consequently, incapable of civic judgment.

Politics, the most sophisticated of the civic arts, and education, the civic art that transmits and creates the civic tradition, have been placed

in the hands of these new townsmen. It is not easy to build a civic tradition among these restless nomads who are ever on the move—within the city—and from city to city. It is not easy to inculcate the civic virtues in men and women who fear and hate the city, people who fear and hate the city because they do not understand it.

Since our American culture and our institutions are changing under the impact of urbanization our people must change, too. The present urban revolution expects an accompanying intellectual revolution on the part of the people. Our townsmen must learn to live in the context of and with the image of a new city. They must learn to think with this new image of the city which is shaping the mind and spirit of America.

The limited concepts of the village, the town, and the county of which we have been thinking for centuries are obsolete. The relationship of the State to its great cities is being reexamined in the light of the growing political and economic power of the metropolitan region. Some American cities have larger populations than some of the influential Nations of the world, and their budgets are many times as large. The American city today is a new kind of city-state. And it is giving rise to a new civic civilization. Some cities are ready for a declaration of independence.

The Megalopolis of the Eastern Seaboard; the golden triangle of New York, Washington, and Chicago; the Piedmont City from Danville, Virginia, to Anderson, South Carolina; the urban path from Cleveland to Pittsburgh, from Chicago to St. Louis; the binary civic system of Dallas-Fort Worth; and the Metroplex of the Los Angeles area are

parts of an America rapidly becoming an Interurbia.

Such rural regions as Arkansas, Virginia, Georgia, and even New Mexico are in transition from ranch and plantation communities, villages, and towns, to vast urban complexes. The highways and turnpikes have interlaced a civic system. The automobile and the airplane have obliterated state lines. The emphasis of our time is upon the emerging interurban region. Even the concept of the State may become obsolete, in our growing Interurbia. A civic system is covering the whole country.

The emergency of this urban America and the extension of this civic system over vast areas of the country destroy established institutions

and create new ones in their place.

One of the major revolutions is in the nature of local government. States and counties and cities and towns and villages are now forced to think in terms of a civic federation. There is a place for a new set of "Federalist Papers", for metropolitan government. There is reason for civic constitutional conventions. The assertion should be made that many, perhaps most, of our urban problems, can never be solved within the framework of our present local governments.

There have been golden ages of the city. The ancient polis of the Mediterranean area was the inspiration of our own civic heritage. The cities of medieval Italy refined the inherited institutions in bitter civil

struggles between Guelf and Ghibelline. It was English townsmen who won the right to representation in government. The towns of the Dutch burghers achieved a nobility in domestic living rarely attained since. And, in some ways, our American cities were the heirs of all this civic wisdom from the past.

Cities of the past have reflected the virtues of their citizens. Athenian merchants produced the dramas of Aeschylus and Sophocles, which honored the city and taught its citizens. The silk merchants of Florence not only built magnificent palaces but commissioned Brunelleschi to design a hospital for foundling children. The sturdy burghers painted by Rembrandt and Hals lived sumptuously on the wealth of their world trade, but at the same time they made a community art out of town building.

The cities of Boston, of New York, of Philadelphia and of Baltimore were havens of refuge for the emigrants from Europe who brought this rich civic heritage to this country. The advent of these emigrants should have ushered in a great age of the city on these shores.

But our civic heritage has been neglected. We come to this new age of the city totally unprepared for it. The civic tradition which might have been ours is lost to our use. So we must be about the business of the restoration of the civic arts.

It is not easy to bring about a renaissance in the civic tradition when the very idea of the city is being violated. In the breakup of our urban forms the idea of a city has lost its meaning. The unity and coherence of the ancient and medieval cities are gone. The city has no structure today. It has no focus. The city is in motion. Incomplete, it is a series of meaningless and unrelated parts. There are no civic institutions comprehensive enough to integrate the sprawling urban complex of our time.

This shattering of urban forms leaves us bewildered. There can be no civic pride with "all coherence gone" from the city—and in its place the disorderly and shapeless tangle of ugly buildings and streets stricken with paralysis. Urbanity is a lost virtue in an age that accents suburbanity. Civilities disappear in the rush of a city life which has lost its design. Civic wisdom is fragmentary and incomplete and we have lost the art of making the city work for man's good. Civic patriotism disappears. Civic statesmen who are needed to lead the renaissance desert the city. Civic leadership is rejected because there is no tradition for it.

The redemption of civic leadership is in the hands of the civic humanist. The civic humanist reads cities as texts which contain and transmit the civic heritage. He understands those values that help to build cities on the human scale. He understands the history of the city. He speaks an urban language. His is an *urban mind*. His documents are cities themselves. They are the classics of civic history which must be searched for the wisdom to be used in this new age of the city. The civic humanist

uses the past in order to understand the present and to plan for the future.

As the civic humanist studies the cities of the past, he does not fear what he sees as he looks at American cities of today. He understands these cities of the present. He seeks out the history of his city. In the American classics of civic history such as Pittsburgh he finds a wisdom, too. He will not seek to flee the city, knowing full well that there is no escape from the urban revolution which has overtaken us. Rather, he will use the new age of the city to build a better civic civilization upon the foundations of the heritage which he has redeemed. Thus, the regeneration of our cities is the work of the men who possess the civic attributes. Here is the true townsman. Here is the civic humanist who places the humanities at the service of his city. Here is the man who can help in the transformation of Little Rock, of Memphis, and of Atlanta.

There are five attributes which belong to the city. These civic attributes are the peculiar qualities or characteristics of city life.

The first is pride. A citizen ought to feel about his city as Paul felt about Tarsus when he said, "I am the citizen of no mean city." Belonging to a proud city should distinguish a man.

Then comes the attribute of urbanity which is the peculiar heritage of city dwellers. The deep set traditions of town life produce a person who thinks with a civic mind and lives in an urbane manner.

The third attribute is civility. The civilities have to do with good manners. Perhaps this is the civic virtue that is most absent from the American city. The restoration of civil behavior to its proper place would revive the amenities which once made urban living desirable.

The fourth attribute is a particular type of wisdom. This wisdom is derived from the civic arts and sciences. The city is a teacher. And the person who loves the city learns from it a wisdom which helps him live in it. So you must love your city in order to live in it.

Then, there is the attribute of loyalty. The kind of loyalty which led Leonardo, wherever he was, to sign himself "Leonardo, the Florentine". The sense of devotion to his city which inspired Jeremiah to cry out:

If I forget thee, O Jerusalem, Let my right hand forget her skill, Let my tongue cleave to the roof of my mouth If I remember thee not. If I prefer not Jerusalem Above my chief joy.

The man who incarnates these attributes would be equally at home in the Fifth Century Athens, in medieval Bruges, in 17th Century Amsterdam, in the Boston of 1850 and in Little Rock today. The men who practice these attributes as virtues will be the civic statemen of Memphis, of Saint Louis and of Tulsa. He will be the civic humanist

who belongs to any age and who walks the streets of any city with urbanity. He will shape his city rather than be shaped by the city. He will so shape his city that it will teach his children well.

Not long ago I heard a story about a famous city. The dictator of the country in which it is placed took the distinguished civic designer he had chosen to refashion it up in an airplane—and, pointing down at the centuries-old Latin American town, he asked, "What kind of a design will you give it?"

The planner remarked that he could put a shell around the old city and keep the heart and brain of the people as they were. The envelope would reflect the soul of the city. It would mirror the spirit which had prevailed in the city for centuries.

"There is an alternative, however," the planner said. "We can put a modern functional shell around the city, and it will change the heart and brain of the people. It will give a new shape to the soul of the city. The city will become modern and up-to-date—a part of the twentieth century instead of lingering in the past."

The dictator chose to make the city over all at once. He had this power.

It has hardly been a decade since the conversation took place. The building of the city began. At first the people protested this ruthless murdering of their soul. They rebelled. They threw rocks through the glass facades. They broke up the marble monuments with sledge hammers.

But after a time the protests ceased. The rebellion was over. The people began to change.

The new stream-lined city began to shape the brain and the heart of the people. Today this city appears modern and efficient—a part of the twentieth century. It is a spectacular city—full of architectural surprises and displays of grand boulevards. But an uneasy quiet prevails. The restless people walk the streets unhappy. They are strangers in their own city.

For, you see, it was not the soul which made the city. It was the city which made the soul.

You may say, this is not the American way. In this country "the people decide it." But, do they? For, wisdom in decisions is born out of understanding.

And understanding comes from a knowledge of the city—a knowledge of its nature and its purpose. Do the people possess such knowledge? The "will to do" comes from the knowledge of "what should be done". Before all else is the need for a program of civic studies.

The preface to planning is a knowledge of our civic heritage—the rebirth of civic virtues—the reappearance of the "true townsman"—among our citizens!

## CHAIRMAN PARK H. MARTIN

WHEN I left Pittsburgh last Saturday the Golden Triangle was in Pittsburgh. Now somebody has pirated it and taken it to New York, Philadelphia and Chicago. I knew I should never have left Pittsburgh.

# The Mighty Motorist of 1969

MICHAEL FROME, Travel Editor, American Automobile Association, Washington, D. C.

In THE country's imminent new era, the combination of mass leisure and the greatest road building program in history very likely will raise recreational travel to primary economic and social importance.

Recreational travel already is significant, but its greatest development, demands, problems and opportunities are ahead. Half the population, we estimate, will take a vacation trip this year, spending 12 to 15 billion dollars, but there are strong reasons to forecast that by 1969 the ratio of vacationists to population will be closer to 85 or 90 percent,

with their expenditures 30 billion dollars or more.

Half the States now consider travel as one of their three principal dollar-earning industries, but probably by 1969 nearly all of them will. As an industry, tourist travel is spoken of in West Virginia in the same terms as coal; in Tennessee it is measured alongside agriculture; in Wyoming, cattle, and in Florida it has exceeded by far the value of the citrus industry. Industry-poor States have turned to recreational travel and found a treasure house of resources in their scenery, historic sites and the manifestations of cultural tradition.

Travel is a constructive force in many ways. In economic terms it stimulates the sale and distribution of farm products, lumber, electric power, petroleum and a variety of other commodities. It benefits the banker, the merchant, the architect, the planner, the automobile dealer, the builder. The States are finding there is no conflict between the promotion of tourist travel and efforts to attract industry. To the contrary. As factories have changed in physical appearance, from the old smokestained sweatshop to the modern landscaped structure, the concept of location has changed too. The dreary company town has largely passed from the American scene. Now, a place worth visiting is a place worth working in or for locating a plant.

But the economies of tourist travel are only one phase of it. Undeveloped communities swept up in the tourist tide take on a new look of progress and pride. In presenting attractions for visitors, they serve themselves and their children as well, through contacts with new ideas and new people, opportunities for experience and learning which a few

years earlier were beyond imagination.

There is a magic effect on the traveler too. Remember, we have emerged forever from the era when travelers—few by today's standards —congregated principally at such places as Hot Springs, White Sulphur, Bretton Woods and French Lick. The spa will always have its eminence, but in this period of mass travel America has turned to view, study and appreciate its natural endowments and historic traditions. Places like the Territorial Capitol here in Little Rock and Colonial Williamsburg in Virginia are symbolic of today's attraction which gives pleasure and satisfaction to the visitor, and makes a better citizen of him. To be sure, there is the factor of health and peace of mind involved in travel which is served through a variety of pursuits, including boating, fishing and other outdoor sports.

Now we are approaching the time of the four-day week, the month long vacation and the three-car family. As far as highway travel is concerned, consider the advancement within the past 13 years. In 1944 there were 25 million cars and 166 billion miles driven, but that was a war year. In 1947, ten years ago, there were 30 million cars and 300 billion miles driven, but by 1969 there will be closer to 70 million cars

and a trillion miles driven—a 300 percent increase in 22 years.

Whether in time the commercial airliner, the monorail or the family autoplane will measurably reduce the use of the automobile, the chances are that in 1969 the private automobile will still account for the bulk of all vacation travel. It is also quite likely that an appreciable segment of highway mileage that year will be for recreational purposes. The American Automobile Association is on record as favoring more road-side rests and wayside parks. Such features, along with attractive landscaping, would safeguard the new road network from monotony, giving it more of a scenic aspect and helping the States through which it will pass. We also favor strongly the principles of access control, adequate rights-of-way and zoning of the roadside.

The road building program of the next decade and a half will open new tourist frontiers in the United States and other countries. Considering the inaccessibility till now of such roadless areas as Dinosaur and the Four Corners, we have still not exhausted the possibilities. But by 1969 it may be quite a different story. While the AAA and its affiliated clubs have always sought to have roads built where they should properly be and the development of tourist facilities, we recognize the need of preserving the natural areas, including the wilderness. A number of our affiliated organizations have been actively identified with protection of national parks in their areas, and presently several are working on

behalf of their state park programs.

Our experience in recent years has shown us that Government agencies, both Federal and State, are devoting more interest and attention to travel. In Washington almost every executive department—State, Commerce, Interior, Agriculture, Health, Education, and Welfare, and Labor—has at least one bureau actively concerned with foreign or domestic travel. Even the Defense Department finds it a good practice to show many of its military bases, historic installations and museums

to visitors. Likewise, we observe that in the States the departments of conservation, forestry, parks, roads and state publicity, are placing greater emphasis on tourist travel—and where they do, they earn their full share of the total tourist expenditure.

But our recreational travel in 1969 will extend far beyond the highwavs of the United States. Early this year I drove to Key West, took the car ferry to Hayana, then drove to the western edge of Cuba-200 miles across the Gulf lay the Yucatan Peninsula, where a new road from Mexico City will open in two or three years and another car ferry after that. In Cuba, incidentally, a country which has learned the value of roads, the tourist industry is exceeded in importance only by sugar. Last year I traveled in Central America, where the Pan American Highway extending to the Panama Canal will become a reality by 1960. I had some interesting experiences there observing a national monument in the Guatamala jungle, national parks along the shoreline of El Salvador, and the need of them in Panama. I mention this to show that planning in the tourist field extends beyond our own borders. The encouragement of tourist travel is one of the best ways of implementing our foreign policy and we have a real opportunity to give technical guidance to these countries at their early stage of development.

Tourist travel is tomorrow's meeting ground of the businessman, the conservationist, the planner, the government official. It needs them all. It needs the businessman to provide the capital to build new facilities and the knowledge to operate them. It needs the conservationist to insure protection of the outdoors and the historic sites, which are the basic attractions in the first place. It needs the planner to design a pattern in which the best elements are the most prominent ones. It needs the government to administer and develop the parks, forests, reservoirs and other areas, and to build the roads leading to them. Tourist travel needs the user too, but there is no reason to worry about his presence now or in 1969.

#### EIVIND T. SCOYEN, Associate Director, National Park Service

WE OF the National Park Service of the United States Department of the Interior are well acquainted with the connection between highways, the motorist and recreation opportunity. Many years ago—not too many, only 35 or so—while I was a park ranger in Yellowstone, I remember that my superintendent, one Horace M. Albright, spent a lot of time on highway promotion. I remember the caravans that came through boosting the Lincoln Highway, National Parks to Parks Highway, Arrowhead Trail, and others. It seemed to those of us on the working level that the superintendent spent a disproportionate amount of his time herding representatives of Auto Associations, Travel Agencies, Chambers of Commerce, Women's Clubs

and Congressional Committees around the country trying to interest

them in better highways.

Now Horace Albright has always been a man who sees ahead and during his career in the National Park Service was more than a fair judge of the future. However, I am sure that if anyone had told him back in those days that during about 4 months of each year more than a million people would crowd through the gates of his beloved park, he would never have believed it. But, it has happened! Today, paved roads bring to the National Park System more than 55 million visitors annually, and, we are beginning to believe that our estimate of 80 million by 1966 may be short by 20 million or more.

"The mighty motorist" who started to grow so many years ago is just that today and he is still growing. He is the one who has forced our Nation into this enormous program of highway development. He wants adequate facilities so that he can go places. Among other things, he wants to travel so that he can see his great country, gather the inspiration of its sublime beauty, and stand on the places where the significant events of our history took place. Furthermore, he wants accessible places where the family can have good clean out-of-doors recreation. Certainly the past proves beyond any doubt that a sure result of our "41,000 miles to tomorrow" will be to multiply the demand for space in which to spend a holiday or vacation.

This is a job the National Parks cannot possibly handle alone. Our *Mission 66* as related directly to the parks themselves has the objective of making these sublime examples of God's creation available to the people and improving the facilities so that their enjoyment of them may be more full and complete. However, we are also charged with their preservation and insuring that they will be passed on "unimpaired to

future generations". That is why we need help.

This brings me to the subject of State Parks. The record will show that a full 35 years ago the problem outlined above was already in the minds of officials of the National Park Service. Stephen T. Mather, our first Director, back in the early twenties, took an active part in organizing the first State Park Conference, and all along through the years our bureau in the Government has pushed the State park programs. As of now, we are authorized by law to work closely with the States in an advisory capacity in their planning for park and recreation area programs; also to help them to obtain for their park systems various Federal lands such as surplus properties, reservoir properties, and public domain lands.

Now the object of all of the foregoing is to explain why a representative of the National Park Service was asked to speak at this session of the Conference.

Here in Arkansas, we came in touch with the beginnings of their State Park System. The late Dr. T. W. Hardison, whom I have often heard referred to as the father of the Arkansas State Parks, was interested in the preservation of Petit Jean Mountain and in saving it from lumbering since he first saw it in 1906. Finally, in 1921, a proposal was made to establish the area as a National Park and the owners of some 1,540 acres offered to donate their lands for this purpose. This area was inspected by our first Director, Stephen T. Mather, who suggested, because of its limited extent, that it be established as a state park. And this was accomplished soon after the Legislature created the State Park Commission in 1923. Today, Petit Jean State Park contains more than 4,000 acres and is one of the outstanding state parks in the country.

Since then, we have continued to have most cordial and mutually profitable relations with the Arkansas state park authorities. We have dealt with Bryan Stearns—I am told that everyone calls him Bill, although no one seems to know why—for many years. Bill, who is now Associate Director of the Arkansas Publicity and Parks Commission and Sam Kirby, its Director, are high on the National Park Service

list of good friends.

Furthermore, this cooperation is not a one-way street. Just a few weeks ago, for example, the Legislature appropriated \$250,000 for acquisition of lands to be included in the Pea Ridge National Military Park which was authorized by Congress last July to commemorate the

principal Civil War battle west of the Mississippi.

Now, back to the subject of State parks. We have more than 2,000 state parks throughout the country with a total area exceeding 5 million acres. They include a wide variety of areas of scenic, scientific, historic, and recreation interest. Some preserve outstanding examples of the State's natural and cultural heritage; others primarily provide non-urban recreation opportunities. And they constitute an increasingly important segment of the Nation's parks and open spaces as our "mighty motorist" continues to roll with quickening pace. These parks were used by more than 200 million visitors in 1956.

But what about the future? Our rapidly increasing population, coupled with trends toward a shorter work week, paid vacations in industry, longer vacations, pensions for retired persons, increased automobile travel, and increased interest in out-of-door activities point to a demand for state park facilities that cannot be met with our present

set-up.

Right here those of us who are interested in providing adequate recreation facilities for the resident of Main Street 1969 come in for a three-way squeeze. We find ourselves in a market where we must compete for our essential needs against groups that are much better financed and organized than we are and perhaps can ever expect to be. In this market, we must present our requirements for money and lands needed for expansion, and fight to hold on to what we already have.

First, as to money. The other evening I sat through a very interesting TV show on the subject of automation. Being a parks man, I was

particularly interested to find that the main problem that the leaders of industry, labor, science, and education were concerned with was not economic, not adjustments of labor and capital, but—what are our people going to do with their leisure time? I gathered the impression that all were in agreement that the way our citizens use their leisure time will do more to affect the future of the United States than any other single result of the time and man-power savings of automation. I mention this because there is a widespread tendency to think that providing for the recreation needs of our people is putting the "frosting on the cake". I think we will be in a much better position to handle the problems of Main Street 1969 if we give this part of our job a high priority in our budgets.

Now let us consider the land situation. During the years that lead up to Main Street 1969, our potential park and recreation resources will continue to disappear at an alarming rate because of population pressure and competing demands. As an example of what is happening to one of our most important recreation resources, let me tell you of one of our findings. In 1935, we made a survey of the Atlantic and Gulf coasts to identify and appraise the unspoiled seashore areas that were suitable for public recreation. We recommended that 12 major strips with 437 miles of beach be preserved as national areas. In 1955, just 20 years later, we made a similar survey and found that all except one

are now in private and commercial developments.

Incidentally, we have recently undertaken similar surveys of the Pacific Coast and of the shores of the Great Lakes. The former will be completed in 1958 and the latter in 1959.

Because of the need by 1969 for at least twice as many state parks as we now have, and because of our rapidly diminishing recreation resources, it behooves us to move rapidly in acquiring suitable lands and in developing facilities. The land problem is fast becoming critical. If we fail to acquire needed and desirable areas soon, our best opportunities will be lost forever.

Many of the States are alert to the situation. Many of them are acquiring significant sites for future development. A recent session of the Arkansas Legislature authorized establishment of three new state parks—Mammoth Springs, Hampton Museum, and an unnamed area that has been offered privately for donation. Similar instances could be cited for many of the other States. And I should mention specifically that Arizona and Utah have recently taken steps to establish State Park Systems which means that all the States will now have a state park agency. This is excellent progress, and the States are to be congratulated. But, in my opinion, state programs needs to be greatly accelerated.

California is presently leading in park conservation. Last year its Legislature appropriated \$31 million for a five-year state park land acquisition program for 40 new areas and additions to 83 existing areas. Substantial additional funds were appropriated for operation, mainte-

nance, planning, and special projects. In this connection, however, it is only fair to point out California's unique and favorable position. The State had made available to it by the Supreme Court's decision on the "tidelands" oil case, its oil royalties that had been accumulating over a period of years, 70 percent of which were ear-marked by law for state

park purposes.

Unfortunately, provision of more parks and more facilities will not alone solve our problems. We must constantly defend what we have from encroachments. Because of pressures of increasing population and congestion, we see more and more proposals being advanced to use park lands for other uses such as reservoirs, highways, schools, hospitals, and installations for a variety of purposes. I am sure that many of the advocates of such proposals are fully sincere and believe that what they propose is in the public interest. What they largely fail to realize is that lands dedicated to park purposes should not be diverted to other use just because they are in public ownership. In many instances, however, I suspect that the possibility of a "free" site and the inconvenience of looking elsewhere are the principal motives. And furthermore, I anticipate that proposals to divert land from park use will increase as our open space diminishes. Thus it is apparent that we are being caught in a squeeze between our exploding recreation needs on one hand and our diminishing resources on the other.

The question naturally arises, what can be done to meet the need for

state parks?

It is axiomatic that the initiative, direction, and guidance of the state park programs can be furnished only by the States themselves. The National Park Service is glad to assist in planning to the extent that it can and when asked to do so.

As an important part of our 10-year program that we refer to as MISSION 66, we shall initiate next month the development of a national outdoor recreation resources plan in cooperation with other Federal, state, and local agencies. We plan to inventory and appraise the Nation's recreation resources, determine long-range recreation needs, evaluate the plans and programs of all concerned, and help formulate a comprehensive overall plan that will provide a basis for public agencies at all levels of Government to do their appropriate share in providing adequate recreation opportunities for the people of the United States. This plan not only will be concerned with quantities of areas and facilities, but also with quality. We shall also explore policies, practices, and methods to find out which will contribute most to establishing and maintaining the kinds of recreation opportunities we seek. An essential element will be a provision for the complete preservation of selected areas in their natural wilderness condition.

It must be remembered, however, that this is only assistance. The States themselves must develop imaginative and generous programs of park conservation if they hope to meet the situation with which they will be faced in 1969. And this will require the best efforts of each State to preserve those areas and resources that it most cherishes and to pro-

vide adequate recreation opportunities.

Did you ever stop to think that if predictions now being made as to working hours come true—and the chances are that they will—that perhaps by 1969 our Mainstreeter will only work about 180 of the 365 days of the year. And that will only be a cut of about 35 or 40 days from the time now spent on the job.

Therefore, let me again urge that all the planners of our future United States, all of those citizens whose cooperative efforts and interest can make good plans great accomplishments, and all of those in government who must provide the means to execute the plans, not to overlook or minimize the problem of providing for the wise use of leisure time. President Eisenhower is deeply interested in this, particularly as it

relates to youth fitness.

Our plans will be filled with programs for expanded schools, hospitals and other public institutions, with streets, highways, water systems, sanitation facilities, and many other public improvements. The cost of each totalled up will perhaps reach a figure that will scare us. However, I hope that the need for additional playgrounds, recreation areas, city, county, regional, and state parks will not be placed far down the list as something that can be done when what might be considered the more important things are done. Above all things, let us face the necessity for no longer considering our parks as a luxury item.

## Regional Development of 1969 CHAIRMAN WINTHROP ROCKEFELLER

WHEN I spoke to you on Monday morning, I told you that I would be wearing many different hats. The last and most pleasant hat that I am going to wear is that of your host with Mrs. Rockefeller today. We are both delighted that you could be here with us at Winrock Farm. We could not have picked a better time, a more timely occasion to welcome you here when we have the distinguished group of gentlemen from Washington who are coming here and having a chance to view what the Arkansas River can do uncontrolled.

We know that on the platform we have many of the gentlemen who have been devoting much of their lives to dealing with the particular

problem of the Arkansas River uncontrolled.

We are also glad to have many other people who are interested in the great problem of the region, our River, which is one of our greatest resources—our River, which can cause so much damage when not controlled.

We are here today to think in terms of our planning program on a regional basis and for that very reason we are delighted to have so many of our neighbors from Oklahoma, Kansas, Missouri, Louisiana, Missis-

sippi and Tennessee.

In the Arkansas Industrial Development Commission we are pleased that we have friends coming from so far to join with us in this Conference. Planning is the concern of every person in this room and we are proud in Arkansas to have so many distinguished guests and visitors here, who are joining with us here in Arkansas to work together for a broad and a generous program, and it seems to me that there is no more fitting occasion than to wind up this conference with a person who has been thinking for years and years about regional planning, for us to wind up this Conference with distinguished speakers who are thinking in terms of regional planning and human manpower.

I am going to call on Colonel Brown, who is our District Engineer here in charge of this area on river and water control. Colonel Brown is going to set for us the background of our discussion today, the background of this great regional problem that we are all facing; the background very possibly of the great potential of the Arkansas River, one of the largest rivers in the United States, flowing from Colorado through to the Gulf. And I think with the background that Colonel Brown can give us we will have a better setting for all that will follow in today's session. So, Colonel Brown, I will turn over to you and the two distinguished guests on this side, Mr. Lilienthal and Senator Fulbright, the program for this afternoon.

#### COL. STAUNTON BROWN, District Engineer, Little Rock District, Corps of Engineers, Little Rock, Ark.

FOR the past two days I have been rather deeply involved masterminding from behind the scenes two ceremonies of considerable

significance to the State of Arkansas.

The theme of your conference—Main Street 1969—and its purposes may have a different significance to each of you here, depending upon your particular interest. "Main Street 1969" suggests to me that Main Street through Arkansas in 1969 may very possibly be the Arkansas River.

Less than two hours ago, at a point about 15 miles northwest of here as the crow flies, a ceremony was held marking the start of construction by the U. S. Army Corps of Engineers of the first of the authorized projects in Arkansas of the billion-dollar program for the development of the Arkansas River Basin, the last great undeveloped river basin in the United States. That ceremony heralded the ground-breaking for Dardanelle Lock and Dam, a project which will cost about \$94 million and will be one of the outstanding units of the entire system.

To paraphrase a current popular song, the Arkansas River is a manysided thing. From its start as a clear, trickling rivulet near Leadville, Colorado, it flows 1,450 miles southeastward through Colorado, Kansas, Oklahoma, and across Arkansas to its confluence with the Mississippi River, 575 miles above the Head of Passes. In its journey, the Arkansas often is a tranquil, lazy stream; then it may become a wild, raging torrent which can do incalculable damage. In some places it travels in a fairly straight line between stable banks. In other places, it is a meandering stream carving away its banks, taking away in a single year a million tons of silt in the form of thousands of acres of rich farmland.

If you had stood with me on this mountain top two weeks ago, you would have had cause to wonder about the Arkansas River and its unpredictable characteristics. The river was in flood stage, it had topped several levees, and we and all the landowners up and down the river were in the midst of a round-the-clock flood fight. I tried to locate the channel of the Holla Bend cutoff just upstream and could not because of the surging waters. The water has gone down now and about six miles to the northwest is the cutoff just to the right of the great loop in the channel.

That cutoff is just one of the many, many items connected with the development of the river which was authorized by the Congress of the United States in the River and Harbor Act of July 24, 1946 and subsequent acts. The plan calls for the improvement of the river and its tributaries in Arkansas and Oklahoma by construction of coordinated developments to serve navigation, produce hydroelectric power, afford additional flood control, and provide related benefits in connection with

other activities, such as recreation and wildlife propagation.

To carry out the current project—and this depends on the continued and timely appropriation of funds by Congress—there will be constructed seven multiple-purpose reservoirs in eastern Oklahoma; the canalization of the Verdigris River from Catoosa, near Tulsa, to its junction with the Arkansas; the construction of four high-head locks and dams in Oklahoma and Arkansas; the construction of 16 low-head locks and dams on the main stem of the Arkansas River; a canal downstream from Pine Bluff to the mouth (this has been adopted for planning purposes only); and bank-stabilization and channel-rectification works required to control the meanderings of the river. All this will result in a waterway to lift commercial loads 325 feet in the 525 miles from the mouth of the Arkansas to Tulsa's port at Catoosa.

The navigation route extends from near Tulsa through Muskogee, Fort Smith, Dardanelle, Russellville, Little Rock, and Pine Bluff. The four high-head locks and dams, Dardanelle, Ozark, Short Mountain, and Webbers Falls, are on the main stream. Two of those—Dardanelle and Short Mountain—are planned to incorporate hydro-power facilities initially. The other two will be so designed that power fa-

cilities can be added when the economics are justified.

In eastern Oklahoma, the seven reservoirs are Pensacola, Markham Ferry, Fort Gibson, Tenkiller Ferry, Oologah, Keystone, and Eufaula. The Pensacola, Fort Gibson, and Tenkiller Ferry reservoirs are complete.

Markham Ferry is to be constructed by the Grand River Dam Authority. Construction of Keystone, Oologah, Eufaula, and Dardanelle is under way, the first three by the Tulsa District and the latter by the Little Rock District of the Corps of Engineers.

Bank-stabilization works at critical areas and several channelrectification jobs, such as the Holla Bend cutoff, have been under con-

struction since 1950.

If there are no unforseen circumstances, we hope that navigation will be available up to Little Rock by 1967, to Fort Smith by 1970, and all the way to Tulsa by 1972.

Let us look at the work which has been done on the program during the past two years and take a quick glance into the future. About the only work performed up until two years ago was bank stabilization and channel rectification. Construction was started on the \$36 million, earth embankment Oologah project in 1955. This is a flood control, water supply, and power project. The office buildings at the site are complete and first-stage embankment and outlet works are nearing completion. Construction of access road and spillway excavation are under way and are expected to be completed this fall.

Plans and specifications for the \$137 million, earth-fill Keystone project for flood control, power, and sediment control are being worked up while two small construction jobs are under way.

Eufaula will be the largest project in the Arkansas River program, money-wise, costing about \$150 million. One of the major problems is the control of the tremendous silt load in the river, a large part of which comes out of the Canadian River. Eufaula is designed for flood control, hydroelectric power, and sediment control, and, according to our plans, will be completed before Dardanelle is finished in order to cut off that silt. It will be a combined earth and concrete structure.

Construction work now at Eufaula includes the office buildings; clearing of the dam site, which is just about finished; access road; and initial excavation, to be completed late in the fall. Incidentally, Eufaula will have a normal lake of 100,000 acres, affording outstanding opportunities for recreation.

The construction of Dardanelle Lock and Dam was started officially today, although the first contract was actually let on May 28th. This will be an all concrete structure and, as I said earlier, will cost in the neighborhood of \$94 million. The first job there is the construction of the access road on the south bank from Dardanelle to the site.

Dardanelle is a navigation and hydroelectric project which will give a limited amount of flood protection and will form a beautiful reservoir for aquatic recreation. It, just as each of the other 22 dams in the navigation channel, will have a lock 600 feet by 110 feet for the passage of tows. The main difference will be that this lock will have a lift of 54 feet while the low dams built purely for navigation will have an average lift of about 14-15 feet. The power plant will house four 30,000 kw generators.

After completion of the access roads and office buildings, the next step in the Dardanelle project, as presently planned, will be the construction of the north end of the main structure. This will require a large cofferdam, excavation in the river bed, placing of some concrete, and a small earth embankment extension to the dam. It is likely that this contract will be awarded in the fall of 1958.

As presently and, may I emphasize, tentatively planned, work on the Ozark and Short Mountain projects will start in about two or three years with actual construction getting under way at each a year or two later. The Webbers Falls project can be expected to be started within five or six years. Some of the small navigation locks and dams may be started within three years. The bank stabilization and channel rectification work will continue throughout.

All of this, of course, depends on the appropriation of funds by Congress which made the first appropriations for the program two years ago. Additional funds were voted last year and it is presumed that more money will be made available at this session of Congress since the President's budget suggested certain appropriations for use on projects which will become a part of the Arkansas River program.

To sum this up—we are on the road to making the Arkansas River the Main Street through this State. The early stages of the project seem slow and there will undoubtedly be discouraging setbacks. But, each year the future of the project seems more secure. And each year the work will gather momentum. Once this program gets fully under way, construction activity will surpass anything ever seen in the Arkansas River Valley—and most other places, for that matter. As usable segments of the program are completed, they should bring a comparable upsurge in the valley's life and economy.

#### CHAIRMAN WINTHROP ROCKEFELLER

COLONEL BROWN, thank you for that splendid review of the tremendous problem that the Army Engineers are dealing with. Sometimes, here in Arkansas we get a little impatient with the Federal Government, with ourselves, with other people that we can not accomplish as quickly as we would like what we know we need. But I think the Colonel has given you the background here of the problem in a way that nobody else could give it. But as we deal with a problem we also deal with the spirit of the people who are concerned with the problem.

We have been talking about regional planning. We have been talking about people working together on a problem and our next speaker epitomizes the spirit of a region working together. Clarence Byrns who is the editor of the *Southwest American* in Fort Smith has dedicated the last 43 years, more or less, to the region in which we live. He has not

only been interested in the political aspects, the economic aspects, but this great natural resource which we have here with the Arkansas River. If one could think of any person who might affectionately be called Old Man River, he is Clarence Byrns.

> CLARENCE F. BYRNS, Publisher, Southwestern Publishing Company, Fort Smith, Ark.

I am very pleased to be here in these surroundings and for this purpose. I think the greatest need we have had in Arkansas is somehow to get people to look beyond next Saturday night in their thinking about their communities, and about their area and about their resources and the things they can do with them.

Wherever two or three people are gathered together and can not get away, it takes very little urging to get me to talk to them about the Arkansas River, about its impact on the lives of our people, about the

contribution it can make to the strength of America.

I speak to you in a multiple capacity, as Editor-in-Chief of the Southwest American and Times Record at Fort Smith on which staff I have served 43 years. In addition, I am a citizen of the Arkansas Basin by choice and as such I have dedicated most of my interests and my activity to the development of its natural resources to the end that its people might have a higher standard of living. And I appear also as Chairman of the Arkansas-Oklahoma Interstate Committee for presentation of the case to the Congress.

Main Street 1969 will be the Arkansas River controlled and put to work. Paralleling the controlled river through all Arkansas and all of eastern Oklahoma will be a controlled access Interstate Defense Highway connecting Memphis, Little Rock, Fort Smith, Muskogee, Tulsa and Oklahoma City. These arteries of transportation will reach into the heart of the greatest undeveloped frontier there is left in America. They will bring to us a return of our lost population, an industrial and agricultural development, a wealth production and a living standard which we have never experienced and find quite difficult to visualize.

I live on a bluff overlooking the Arkansas River in the City of Van Buren just across the river from Fort Smith. From my front porch which is 300 feet above the valley I can see forty miles downstream to majestic Magazine Mountain. And then I can lower my vision below me

and I see the Arkansas River in all its capricious moods.

We all look at the same things but we do not all see the same things and the difference is significant. You can look at the Arkansas River and see a lot of different things. I look at it as it is today and as it has been for weeks—a rushing, destructive torrent, that is ravishing our farm lands, drowning our cattle, invading our cities and our towns, disrupting our business and sometimes drowning our people. Since May 20th the Arkansas River has been over six feet above flood stage until only yesterday when it dropped to five feet above flood stage. Thousands

of acres of land have been under water. If we had not had these structures upstream that Colonel Brown has told you about, it is my sincere opinion that we would have had a worse flood than in 1943, which was a record flood of all time. And then in the middle summer in the long droughts which we have experienced in the last five or six years I look at the river again and I see there a trickle of water playing hide and seek through the sand bars. I see there on its banks our crops burning up. I look at our municipalities and I see that so many of them are concerned about where tomorrow's coffee water is coming from because we have not conserved our water resources and made them available at the sources where they were needed.

And then I look at the river again through somewhat imaginative eyes, with the vision and the foresight that you have been talking about and hearing about all through this Conference and I see something else. I see the river controlled by these reservoirs upstream. I see the river, instead of a flowing stream, that varies greatly in its volume and in its height; I see a series of placid lakes all the way from Tulsa down the Mississippi River. I see the barge tows coming upstream bringing to us the heavy materials such as steel from the great centers, automobiles, farm machinery, fertilizer, all sorts of non-perishable materials that

we need and must have and do not manufacture ourselves.

And then I see the barges going back downstream carrying our agricultural products, our timber, our mineral products, our cotton, our coal, some fifty billion tons of it now landlocked in Arkansas and Oklahoma.

I see the country converted to a competitive valley with all of the rest of the Mississippi system,—a situation which we have never known.

That is the vision that all of us have who have been working through all these years in the effort to develop this Arkansas River. I see the people. And we have lost people. Since 1940 Arkansas and Oklahoma have lost population while the rest of the country was gaining 20,000,000 people. I see in the development of this River the means by which our lost population will come home to us. The means by which people from all over this country will come to share in the great experience of developing a great frontier. I see higher standards of living. I see more money available for our roads and our highways, for our public schools, for every facility that we need to make life more livable, and more abundant.

Is all this an idle dream? Far from it. Such programs have already been accomplished on the Mississippi, the Ohio, the Tennessee, the Cumberland, the Illinois and the Missouri, altogether a total of 29,000 miles of inland waterways. If we can expedite the program described by Colonel Brown and get the appropriations as we need them, this program can be complete by 1969.

I am advised that in the Ohio River Valley 2,500 new industries have come in there since the end of the second World War, with a total

investment of ten billion dollars. And why? Basically because of cheap water transportation and because of plentiful water supply for consumptive use.

We have what it takes here in Arkansas and Oklahoma to do what the Ohio Valley has done and more. And we have the Arkansas Industrial Redevelopment Commission of which you have heard so much in the past few days.

You do not have to dream to live here. But if the people who dream and can see ahead, and want to do something about it—they are the people in whose army I wish to enlist.

## CHAIRMAN WINTHROP ROCKEFELLER

THANK you very much, Mr. Byrns. I am glad that you have shared with the people here today a little bit of the experience of living on the Arkansas.

If I were to pick the theme that seems to have woven a thread through practically every speech that has been made I think that theme would be to "Think Big"—to "Plan Big".

We are fortunate in our next speaker, a man who epitomizes thinking big. I could introduce him as the former Chairman of T.V.A. I could introduce him to you as the former Chairman of the Atomic Energy Commission and say nothing more, and you would all know who he is. Today his capacity to think big is being put to use all over the world. He is today the Chairman of an organization known as the Development and Resources Corporation. And he and his associates are thinking big in terms of our problems here in the United States.

They are thinking big in terms of the problems of the people of Iran, of Italy, and of South America. It is exciting that a person who has had the opportunity to think big and who through the validity of it, is able to share that experience with people in other parts of the world. And so David Lilienthal is known to us in this country as a man who has always thought big and is thinking big today.

We are happy to share you, David Lilienthal, with the people around the world who are beginning to experience the rewards of thinking big.

## DAVID E. LILIENTHAL, Chairman of the Board, Development and Resources Corporation, New York, N. Y.

I WANT to talk to you today about something that has been a preoccupation with me for a long time and which is fast becoming more and more of a preoccupation with a lot of people in this part of these great and expanding southern regions of America. I want to talk to you about regional economic development, more specifically, about the economic development of the South, and the new role that private businessmen already are starting to play in it. This is not an abstract nor an academic subject with me. When I last talked about it in Arkansas some sixteen years ago, it was my job, as head of a governmental agency, the T. V. A., to promote the business and general economic development of a region of the South—the Tennessee Valley. Economic development is still my job, though now not as a public servant but as head of a corporation whose function it is, on a private business basis, to develop natural resources and business opportunities overseas and in North America.

Certainly there could be no more appropriate place in which to talk about regional development than here in the heart of America's Southland.

The South in the past twenty-five years has made probably the greatest strides in economic progress of any part of this country, in our history. It is a heartening story, one of which Southerners—and all Americans—are justly proud. Most of us here have witnessed and taken part in this remarkably rapid development of productive capacity in agriculture, industry and commerce, and of educational and health facilities, which has transformed our cities and farmlands.

In this mid-Twentieth Century, when Americans speak of economic growth, they talk about what has happened in the whole mid-South, in Oklahoma, the Tennessee Valley States, in the Gulf Coast States, and to an ever-increasing degree, what is happening here in this new frontier of the South, the State of Arkansas.

In short, the South has come to mean economic progress on a grand scale. This story of its development since the mid-1930's is well known not only in the United States but also in countries throughout the world, where people are beginning actively to seek a practical way out of the bogs of poverty and lethargy in which for centuries they have been mired. What has happened here in the South has stimulated the imaginations and the hopes of men in many so-called underdeveloped countries. In far-distant parts of the world, the South is correctly recognized as one of the most dramatic and comprehensive demonstrations of economic development in history.

But what is not so generally accepted is this: The development of the South is just at its beginning. What you see today is a mere prologue to a future development which can surpass anything seen heretofore in this country. You have had here today a look at the future potential of your Arkansas valley which new transportation facilities, a navigable river and a great interstate highway, promise to open up to full development. And here at Winrock we have seen a living example of modern agriculture which is known throughout the region and points toward a future prosperity for Arkansas farmers which will make the standards of today seem meager by comparison.

To me, these glimpses of the future demonstrate that, like peoples in countries scattered throughout the world, we, too, are just beginning to understand and to grasp the power we have to make our lives richer, more meaningful.

Perhaps one way of stating it is to say that America—and the South—is underdeveloped, too. And, I might add, we will never be *developed*, as long as we retain our curiosity, our search for new ways and new products and new ideas and new goals for ourselves and our children. We may be a bit farther along the road to the kind of life we dreamed about years ago, but for us, as well as for others, this is still a time to look ahead.

Let me suggest to you a few of the reasons why I think that discussing regional development and looking ahead—or planning—will be so important here in the Arkansas valley and in the other valleys of the South; why I feel that the changes to come in the next two decades will far overshadow what is now taking place.

First of all, the pace of change is becoming faster and faster. Today, whole industries spring up in new locations almost overnight; new processes and products come tumbling out of research laboratories and pilot plants in increasing numbers; roads, bridges, factories are created at a speed which would amaze even the most far-sighted businessman of the 1920's. All of these things feed on natural resources, on the water of the rivers, the chemicals of the air and the soil, the minerals beneath the earth, and as the rate of their feeding increases, so do the dangers of maverick, uncontrolled growth.

Technology of the immediate future can mean an enormously higher standard of living for our people; it can also mean waste, misuse and destruction of our natural resources. And our great America, rich as it is, cannot afford to waste Nature's bounty. We all know what overgrazing can do to a pasture; let us bear in mind the dangers of overgrazing of our basic resources. There are, I am afraid, more than a few examples of this waste and misuse in the United States: cut-over forests, eroded farmlands, polluted streams, exhausted soils. Looking ahead to watch out for these dangers, planning ways to avoid these often irreparable mistakes is even more important today than it was in 1930 or 1935.

A more affirmative reason for looking ahead is not simply to avoid making mistakes but, positively, to adapt the good features of economic development elsewhere for use in this region. It involves making some careful observations and asking some questions. For example: we have seen in recent years the enormous impact on our economy of the fruits of basic research which has been sponsored by corporate enterprises, by private foundations, and by government. The questions to be asked here are: In this region, are we doing all that we can to see that enough of our talented young men and women obtain this training? Can they find the opportunities to study here in this region? And, when their training has been completed, are there opportunities here for entering research programs, for profitable and stimulating experience?

Are the products of these research programs flowing to this region in full measure? If not, what should we do about it?

I do not have to tell an audience like this one about the importance of such questions and about the importance of the decisions they can lead to. And, parenthetically, I might suggest that some of these questions—intelligently asked, intelligently considered—led to the recent decision here to establish a Graduate Institute of Technology.

Certainly these questions are the kind most public-spirited citizens raise from time to time. But the degree of importance they attach to these questions depends on how strongly they are convinced that their region and State are just beginning to develop. I am strongly convinced that this is true of the South, and I think that a few facts about the State of Arkansas, as an example, will help bear me out.

Arkansas has the basic assets for a great economic future. It has ample rainfall, a long growing season, and an abundant supply of good water for domestic, agricultural and industrial uses, as well as for the increasingly important tourist and recreation industry. As the Arkansas Water Study Commission reported last year, present water use is "only a fraction of the supply". Although the Commission went on to warn of the dangers of stream pollution and other damaging or wasteful practices, its members stated their belief that with proper management—and that means capital outlay, public and private—Arkansas would have ample water in future years.

In a second major category of potential for future development—that of energy—Arkansas also is strong. There are important reserves of natural gas and of coal, some of which are expected to be opened up as a result of the development of the Arkansas river valley where we are today. Most potential hydro-electric power of Arkansas, which has been estimated at nearly two million kilowatts, remains to be developed.

The new program of industrial development in Arkansas has depended strongly on the existence of a first-rate supply of the most important resource of all—a vigorous, trainable working force.

Another relative advantage Arkansas possesses, compared to States in older parts of the Nation, is the fact that its industrial and commercial development is not bound up and restricted by an earlier, obsolete pattern. Thus, Arkansas can spend more energy planning for the future and less on revamping the results of the decisions of bygone years.

There is yet a further and most significant factor which points toward a promising future for this State. That is the determination of outstanding citizens to devote themselves to the development of Arkansas. I speak here specifically of the efforts of Governor Faubus and of Winthrop Rockefeller and other public-spirited men, who have taken part in and supported the remarkably successful program of the Arkansas Industrial Development Commission.

This is a rather impressive list. Arkansas has important basic assets. It need not be hamstrung by errors of the past. And it is fortunate

enough to have thoughtful and imaginative men who are deeply committed to the welfare of their communities and their State, and to the goal of creating new opportunities for a new generation.

Just as fortunate, I think, for the future of this State and this region is the fact that in the last twenty years we have seen a new concept of how to achieve economic growth come into maturity. Our society has reached agreement in important areas as to the purposes and scope of public activity in relation to private activity, and there has been an encouraging growth of awareness of public responsibility on the part of

private interests.

These new concepts of the relation of public and private spheres of activity are great American achievements, achievements perhaps as important as any of the great social innovations or technical inventions of our past. True, some of these points of view are still being debated and will continue to be argued for years to come. But others have been generally agreed upon by responsible people. On these questions, the debates are a matter of the record of the past, and only the echoes linger on among extremists and dogmatists. Let us not be distracted by these echoes. Let us not mistake them for pertinent discussion about the living issues of 1957.

What are these issues that were so alive in the recent past but which now are matters of broad agreement in our society, in terms of the regional economic development that you and I are so concerned with?

One is that a river, as a precious regional asset with a multiplicity of benefits, must be developed as a whole—not piece-meal, not haphazardly, not wastefully. In 1933, when T. V. A. was first established, this was a central issue; it is certainly no longer an issue; it is a matter of general agreement. As a corollary: twenty-five years ago navigation improvements of our rivers were denounced as wastes of public funds; today everyone can see that making our great rivers navigable—the Arkansas included—can be the soundest kind of investment.

Another generally accepted proposition nowadays is that government—local, state, and Federal—has an important part to play in regional development. The time has long gone by when this broad principle was the occasion for great national debate.

Now, this is not to say that there is no justification at all for disagreement about the degree and kind of government participation in regional development. These questions are certainly alive and kicking. But today, very few seriously challenge the idea that government has an important share in stimulating and guiding the growth of our economy.

Let me move on to a third issue which has led in the past to the shedding of words on a grand scale. The subject is electric power. The issue, as it has usually been stated, is Public Ownership versus Private Ownership. I do not believe that this issue is truly central to the problem of energy supply in a regional development movement. I do not feel

that the crucial question today is who owns and operates the sources of

basic energy-oil, coal, gas, hydro-electric power.

The real issue now, I believe, is whether this basic energy supply is recognized as vital to the growth of a region, and whether it is being developed and used with care, with foresight, with imagination, for the good of the region as a whole. If these great power resources are being stupidly and blindly wasted and mis-managed, or priced so high as to make the energy sterile, your community and your State and your region will suffer grievously. It does not really matter whether this waste or this mis-management is the work of public office-holders or private utility directors. What matters is whether the region has the abundant power it needs, when it needs it, at the lowest possible cost.

An abundance of energy is absolutely crucial to a region's industrial growth. Failure to recognize this has happened before in this country and the community-at-large has suffered for it. It would be just as crippling to your dreams and hopes if it happened in your region.

Economic development calls for electric energy. It will be more important to businessmen and farmers for Arkansas to have this needed supply of energy than to listen to abstract debates about public *versus* 

private power.

The fact is that many people have tried without success to draw final map of responsibility between what is private and what is governmental. They have tried to say: This area is for Government, and beyond this Government shall not go; This area is for Private Enterprise, and beyond this, Private Enterprise cannot go. This attempt to fix definitions is natural enough in a period of far-reaching change and uncertainty. But it is too simple, too abstract and academic for the needs of a fast-growing economy.

This point of view should be labeled *out of date*. It does not serve the progressive development of natural and human resources. It does not help us see the ways in which the several forces in our society are work-

ing together and can work together for common goals.

Certainly, nowadays, most of us accept the proposition that the principal role of local, state and Federal government is to provide the basic services of society such as schools and roads and other essential, but non-profit making facilities. And we accept the idea that the principal role of private individuals and groups is to make use of these facilities.

But these bare statements do not adequately describe the true measure of the striking changes that have taken place in this country. We have seen government expanding as the needs of the people have expanded; we have seen government entering fields that were traditionally preserves for private enterprise. But we have also seen something fully as significant as this movement taking place in the vast private world of business, trade and finance—and I think that this later phenomenon has not been given proper recognition.

Let me try to describe this phenomenon. It is the realization by responsible businessmen that a successful business venture depends in large part on how well it serves the best long-term interests of the community and the region. Specifically, it is the realization that schools and housing and the condition of local and state government are things which the businessman must consider, just as he must know the facts about the site of his plant or office and the chances of obtaining the necessary capital. Further than this, the responsible businessman of today knows that his prospects for success are inevitably linked to the prospects for success of the community and region he serves. If the region is on the move, then the chances are that he will prosper and that the demand for his product will grow. If the region is researchminded, then the chances are that he may be able to develop some new products, or benefit by supplying new manufacturing enterprises which spring up as the result of research.

Therefore, he makes his judgment more and more on the basis of factors outside of his own relatively narrow concerns. There are a lot of questions he wants answered. Are the region's water supplies being controlled intelligently and conserved carefully? Are other resources being wisely tended and renewed? What is the standard of public service? Do public officials work actively to promote economic development, or do they sit back and let things slide? Is the region making a realistic effort to solve its social problems and to improve the quality

of opportunity?

These are some of the things that a businessman from another region asks himself when he looks around for new opportunities. The same questions are being asked by businessmen within a region. Through the years they have been asking: Why are we not doing better than we are? What is holding us back? What can we do to move ahead faster?

In the old days, the search for these answers was confined to internal management situations and labor relations and got outside the plant or office only as far as the specific market or competitive problems.

Today, the businessman is concerned with all respects of the life of his community and region. His excursions into the realm of public affairs are no longer simply to lobby for special attention or to block the aspirations of a rival group. Now he is taking an active part in public affairs, and his aim is to promote his own special interest by promoting the general welfare, because he has come to realize how much he depends on this general welfare. He is sitting on public commissions and committees, working side by side with public officials, conservationists, and other representatives of broad interests in our society.

Business, so to speak, has invaded the public domain, and with notable exceptions it is a far cry from the kind of special interest invasion that called forth the trust-busting and other reform movements earlier in this century. This new concept of the public role of the businessman has been the result of a steadily-maturing growth in this country, just as the new concept of the role of government has gradually unfolded and has become widely accepted. I have had the opportunity to see these concepts from both the public and private standpoint. I have been intrigued to discover that the basic managerial ideas and principles that seemed sound and workable to me when I was in public service are substantially the ones that guide the private company which I now head. And I wonder whether this does not give some substance to a proposition in which I believe, namely, that productive, creative governmental activities, and productive and well conducted private business need to be, and increasingly in fact are, guided by some of the same underlying principles. To me, there seems to be little doubt that cooperation between public and private interests on the basis of these principles leads to results in regional development which are both good government and good business.

How do these results come about? How does this kind of cooperation I have been talking about bear fruit in the form of new industries, new jobs, greater income, a higher standard of living for the people of

a State or a region?

I am convinced that the results depend primarily on the initiative of local people who are aware of the possibilities for development of the resources of their own locality. There is no substitute for this. Certainly, from my own experience in the Tennessee Valley, I can testify to this. By no stretch of the imagination could anyone attribute the growth of a rich and diversified agriculture in that valley solely to the work of T.V.A. and other governmental units and agencies. The farmers took over right at the start; they carried the program from the testing stations and the demonstration projects out onto the land itself. They developed it; they are the ones who are making it work. It has been the same story in urban and business activity.

I am sure that anyone coming to speak to an audience in the State of Arkansas nowadays does not have to labor stories about local initiative, because there is a wealth of examples right here in this State. The work of local town people and the Arkansas Industrial Development Commission in attracting new industry and in helping established industry to expand, is becoming widely known. The record of this effort—new plants and plant expansions and thousands of new industrial jobs since the Commission was established—is a remarkable

achievement.

The work being done in this State and here and there in other States in recent years is not exceptional any more. These success stories, fortunately, are no longer isolated instances. This, surely, is a measure of progress, an indication of the growth of a dynamic community spirit of partnership, built around the simple, venerable idea that what helps your neighbor more than likely will help you, that what helps the whole community will help each individual member. More and more farmers

realize that development of local industry will not threaten their way of life but will improve their chances of making a better living. More and more businessmen are concerned about a sound public policy of water conservation and park development, because good water and recreation facilities attract people and industry, and thus the opportunities for more business are increased.

### CHAIRMAN WINTHROP ROCKEFELLER

THANK you very much, indeed, for your most inspiring messages. We will all go away today with a greater determination in terms of our hopes and aspirations and our regional thinking, and we are

grateful to you for the word that you brought us.

The next speaker, if you were just an Arkansas audience, I would probably say, is Bill Fulbright. But for some of our out-of-town guests I might say a few more nice things about him. Bill Fulbright, a lawyer; Bill Fulbright, an able college president; Bill Fulbright, also a big thinker.

We have been talking about water resources and other resources that are available to us in this country. I think Bill Fulbright has contributed more to our thinking in human resources; the Fulbright scholarship; the Fulbright approach to better understanding among peoples of all Nations is one of the most outstanding contributions that he has made to us.

The fact that Senator Fulbright also happens to serve on the Banking and Currency Committee of the United States Senate is incidental to us because we in Arkansas are always happy to hear Senator Fulbright speak to us. With a man who thinks big, I know will have a very stimulating message.

## HON. J. WILLIAM FULBRIGHT, U. S. Senator from Arkansas, Fayetteville, Ark.

I CONSIDER it a real privilege to be invited here today to this meeting and to have a part in it. As you can see we have already had some wonderful speakers, some of my favorite speakers. I think Clarence Byrns is one of the great poets of this State and the South. And we all know that David Lilienthal is our finest evangelist in this field, and of course, Colonel Brown has told us what is being done in a very practical way. But I want to say one word to those visitors who are from out of the State, that I am so pleased you could come and see one of our hilltop farms that is so typical of our State. You can see that we are beginning to make progress in many ways.

I am almost ashamed to try to add anything to the wisdom that you have already heard. I have never heard better expositions of what we

are concerned with here in this valley.

However, as I listened to these very fine speeches I kept thinking of the little school boy who was asked to write his description of Socrates, and he wrote—Socrates was a man who made many speeches to Athenians; they poisoned him. I keep thinking what in the world can I say that could add anything to this meeting. There is a limit to one's capacity to absorb ideas and these are all big thinking ideas and have great value to them.

My part in this program is to relate the needs of the people of the State and Federal cooperation in regard to the resources developed. As far as natural or physical resources are concerned, it seems to me that our Federal and state relationships are fairly well established and

generally are well regarded.

Just yesterday and today we have been on a rather strenuous trip up River to celebrate the acceptance by the Congress of the program in which we have been so long engaged in this State, particularly Clarence Byrns and all the people up and down this River. Colonel Brown, of course, knows this. But in this matter of cooperation in the field of these natural resources the pattern it seems to me has been accepted.

Federal and State cooperation in highway development is now long standing and is being expanded. It is recently recognized with much greater responsibility in this field, throughout the transportation industry, airports, railroads, steamships, there has been a widely recognized area of Federal responsibility which is no longer controversial. So, as far as these fields are concerned, the cooperation among States, communities and the Federal government is quite well established.

So anything I may say or fail to say in recognition of the importance of this river valley is not because I do not recognize its importance. It is because you have already had a fine description of that and be-

cause it is fairly well settled.

What I should like to emphasize, without de-emphasizing the importance of natural resources, is the greater question of how we organize and use our less tangible and even more important human and economic resources. This is what will determine our ability to make full and effective use of these great natural resources which are being developed.

One of the great problems in atomic energy as so well pointed out by my predecessor, is not the development of it, but what do we do with it.

How are we to use it?

I have been very greatly impressed with what the people of my State, the people of Arkansas, have been doing this past year in recognition of the most important aspects of this problem of mobilizing our human and economic resources. And I mean, the decision that was made to give far greater financial support to education and the decision to create an agency which will assist in financing our own economic development. I, for one, certainly hope that nothing is done to undo the action of this last Legislature in this field.

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## CHAIRMAN WINTHROP ROCKEFELLER

Thank you very much, Senator Fulbright.

And now as the Conference closes, I want to ask those present to give a round of applause to William Ewald, Gordon Wittenberg and fine staff who put this Conference together and made it this great success.

# STATE PARKS PROGRAM

PAPERS PRESENTED AT THE 37TH ANNUAL MEETING OF THE NATIONAL CONFERENCE ON STATE PARKS, HELD AT ITASCA STATE PARK, MINNESOTA, SEPTEMBER 18–21, 1957.

# Greetings From Hon. Orville L. Freeman, Governor of Minnesota

Extended by Dr. GEORGE A. SELKE, Commissioner, Minnesota Conservation Department

REGRET that you do not have the opportunity to meet, to see, and to hear the dynamic young Governor of the State of Minnesota, Orville L. Freeman. I have known our Governor for many years and regard him very highly. It was he who induced me to retire from retirement and come back to aid in this important work of Conservation. The Governor asked me to extend his greetings and the hospitality of the State of Minnesota, to express his hope that you will have a very successful and pleasant meeting, and at the same time that the proceedings of this convention would be profitable to one and all.

In my experience I have always associated conferences and conventions with the exchange of ideas. Let me put it this way. If you have an idea and I have an idea and we exchange them, we will both be the richer for the transaction. I think that the important thing to remember as we exchange ideas, we are always helping one another without any expense to ourselves. At these conferences we are constantly exchanging ideas and we carry them back home to put into operation. Sometimes they do not bear fruit for a decade or more, but good ideas continue just as the ripples of a lake continue until they reach the farthest shore.

At the outset may I express a viewpoint that has a very considerable bearing on our state park planning. We understand that it is not just a matter of game and fish, but it is the opportunity to have the right kind of environment and facilities so that you and your family may completely enjoy the area. I remember two years ago when I noticed in Minnesota so many people from Manitoba and Saskatchewan, and having been at God's Lake and at Lac la Ronge in northern Manitoba and Northern Saskatchewan and knowing what a wonderful fishing and hunting area Canada has in those places, I asked, "Why do you come to Minnesota?" They said, "Those places just have camps for hunting or fishing and we like to have a place,"—they didn't say vacation, "we like to have a place to go for our holidays where we can bring the entire family." I wish to point out that in state park planning we must adapt it to the recreational requirements of the entire family.

I like to tell people that we believe that in every State there should be parks close enough so that dad and his son will have a place to go on a camping trip, or the entire family can go for a picnic or weekend excursion. Parks should be within easy driving range of any community

or metropolitan area.

State parks may be selected for their great natural beauty or for the history of the area,—but my advice is visit these places, become acquainted with them and make them an integrated part of our lives. Not only see your own State but we think it fine if people go to visit other States, and thereby become acquainted with the great outdoor heritage that is America.

May I say to you very frankly that outdoor recreation is a bulwark against some of the evil things we permit to operate in many of our communities. State Parks teach many things, enrich our lives, and build character which may cause the youth to exclaim: "Well, there is something fine and worthwhile in this world!" Parks are the fresh air, the sunshine and the outdoor activities where the young folk learn their relationship to Nature. And having learned their relationship to Nature they understand better their relationship to our history, to people and the great heritage we have in things that the Creator has given us so abundantly. In other words our state park environment is helping youth build for this life and beyond.

That is why I think we should have a dignified, idealistic approach to this whole problem in providing state parks that mean enriching activities for young people particularly, and, of course, tremendous enjoyment for older people. We have folks who have contributed much

to programs of this kind.

Looking back on the history of state parks in Minnesota I find it paradoxical that our greatest progress was made during the period of drought and depression. It was back in the days when we had little money and had to think very carefully as to how best it could be invested that through our made-work programs we made our greatest progress in park development. On the other hand in the intervening years, days of great prosperity and industrial advancement, we spent so little on state park improvement. It is only of recent date that we have come to realize that unless we act now to acquire lands and develop facilities many sites of great historical significance and natural beauty will be lost to all posterity. Adequate appropriation now is our greatest need. I say shame upon the American people that during these years since World War II, we have invested so little in the things that will bring a richer, more wholesome life for our people.

I remember well the great Historian Charles Beard at Northwestern University where I once taught. We asked Charles Beard if he could not do an hour's talk on all that he learned from his exhaustive studies in the field of history and human progress. At the outset he decided he could do it in four chapters giving 25 minutes to a chapter, then he thought he could do it in about four paragraphs, and finally he said he

could do it in four sentences, each a quotation.

I think I ought to pass on to you these four sentences in which Charles Beard summed up all that he had to say about a lifetime of study. The first quotation was,

"Those whom the Gods would destroy, they first make mad," and of course, we thought of Hitler and Napoleon and others.

The second sentence was, "Though the wheels of the Gods grind slowly, they grind exceeding fine," and we could think of course, of King George III and of thirteen colonies that would be conquered and could be taxed without representation, but you know destiny was not revealed to him until after the battle of Yorktown.

The third was,—"The flower that the bee robs is fertilized." In other words, sometimes the people who take things from us strengthen us because we overcome the obstacles and the handicaps.

The fourth sentence was one that I liked very much, "It is only when darkness falls that you can see the distant stars." So I think it is important that the American people understand that even in the bright sunshine we should see the distant stars and have visions about the things that lie far, far ahead.

We are fortunate in Minnesota to have a Governor who has great faith in public service, the integrity of Civil Service, and the dignity of the state employee as an individual in society. It applies to park personnel, as well as the entire state service.

Every person employed by the State should have the right to expect to be on the job tomorrow, the next month, the next year,—provided he is physically fit and does his job. In other words, security or permanency of tenure. Every employee is entitled to adequate compensation so that they can live according to the American way of life, so that they can have decent homes and provide for the education of their children. Every employee should have the assurance of adequate and proper retirement. And finally it is important to recognize that personnel deserve the best in training for they are front line in public relations and performance so essential to successful administration. In other words the park service, as well as all branches of state employment, must be ever mindful of the necessity to provide security on the job, adequate compensation, proper retirement, and carefully directed training on the job to achieve the best in public service.

I would like to close these few introductory words with a poem that I think reflects the philosophy from which we may with profit fashion the objectives of our state park program. It was written by Edwin Markham, the great poet, whom I knew as a young man:

"We are blind until we see that in the human plan Nothing is worth the making that does not make the man. Why build these cities glorious, if man unbuilded goes, In vain we build the world, unless the builder also grows."

# Our Great Natural Heritage

By DR. R. G. GUSTAVSON, President Resources for the Future, Inc.

I hope you will pardon me for relating some personal experiences. It was my lot to be born on the other side of the tracks, as it were, in the city of Denver, and as a boy I sold newspapers. "The Rocky Mountain News." the newspaper that I had the privilege of acting as a salesman for, gave an annual picnic to the newsboys which was held at Morrison, Colorado, and most particularly at a place called "The Red Rocks" which has now become a very fine park. Incidentally, this is a distance of seventeen miles from Denver and at that time one travelled there by train. A part of the entertainment presented to us on that occasion was a talk and hike under the leadership of a geologist from the neighboring Colorado School of Mines. He talked to us about the rocks and the hills around us and gave us a picture of their past history. One of the things he pointed out to us as we followed him on the hike, was a large footprint in the sandstone of a dinosaur. I am sure it was the first time that any of us had ever heard of the great geologic past with its great oceans and strange animals. This gave me my initial interest in geology which was followed by taking a course in that subject at the first opportunity, when I entered West Side High School.

Since that time the wonderful mountain park system has developed, providing some of the finest recreational opportunities found anywhere. Red Rock Park can now be reached by automobile in the course of half

an hour, travelling over a very fine cement highway.

Let me pause for a moment to contrast this experience with my recent experience on coming to the city of Washington, D. C. Arriving in the month of July, my wife and I tried to use the first Sunday we were in Washington to make a trip to the ocean to have the opportunity to feast our eyes on a great body of water. We had our automobile, we had maps, we travelled and tried our best to get to the ocean's edge. We finally ate our lunch in the woods and we turned home because everywhere that we tried to reach the ocean we were met by a sign "No Trespassing—Private Property." It was therefore no surprise to me when I read in the report by the United States Department of Interior, National Parks Service, entitled "Our Vanishing Shoreline" that "of the 3,700 miles of general shoreline constituting the Atlantic and Gulf coasts only  $6\frac{1}{2}$  percent, or 240 miles, are in Federal and State ownership for public recreation."

Before going further, let me describe another experience which I had in the city of Chicago on visiting the great Museum of Science and Industry in that city. It was shortly after the Atomic Energy Commission had been established and the Museum of Science and Industry had set up an exhibit for the citizens, and I presume especially the youngsters of the city of Chicago, to give them some ideas and firsthand experience concerning the great discoveries that are in the process of remaking the world.

This particular exhibit was one in which a group of frogs had been fed radioactive phosphorus, in the form of phosphates I suppose. Another group of normal frogs was also kept in the case. The exhibit provided a simple Geiger counter which could be moved around, so that the youngster could place it near a frog in whose tissues radioactive phosphorus was stored, so he could hear the clicking of the Geiger counter and he could compare it with the experience of placing it near a frog which had not been given any radioactive phosphorus, and consequently no clicking on the Geiger counter occurred.

A group of boys was fascinated with this isotope experiment and placed the Geiger counter first on one frog and then on another. A guard whose job it apparently was to keep things in order saw this continued interest on the part of the boys, came over to them, and said: "You've done that long enough now. Cut it out. What are you trying to do? Kill that frog?" Obviously the guard had not the slightest notion of the experiment.

Now it seems to me that these three simple episodes have a very profound lesson for us. In the early days in Colorado the only problem was transportation. One train a day was the only answer. Taking into consideration the time to get to the Denver depot, the total time required from home to the Red Rocks was about three hours. Today you can make that

same trip over a cement highway in less than one-half hour.

The mountain parks were available then. They are available now, thanks to the foresight of fine Denver leadership. How different is the situation in the East, where settlements took place hundreds of years before the West was settled, at a time when recreation was not a problem. As a consequence the citizens of the East, in spite of the fact that they have excellent roads and fine automobiles, are denied the right to look at the ocean in a great many places because the seashore has been pre-empted.

Let me call your attention to the inspiration that can be given to young people by a trained and knowledgeable person. I hope the Park Services in general will continue and expand this kind of educational work.

Let us examine the situation a little further to see what has happened in the fifty years that have elapsed since my original visit to the Red Rocks of Morrison, Colorado. Let us look ahead eight or ten years and see what further changes we may expect. By 1975 the population of our country will be something between 225 and 230 millions of people. Most of these people will be city people. Five-sixths of all of the Nation's employment in 1957 is located in the urban areas. City associated activities have grown from 70.6 percent of all employment in 1940 to 83.4 percent in 1957. By 1975 it is expected that only one-fifteenth of the Nation's projected population of some 227 millions will be residing on farms. Even now only 9.5 percent of the United States employment is in agriculture, forestry, fishing and mining. We need to orient ourselves to the fact that the United States is now largely an urban entity. The city is the heart of our economic life and is the natural focus of settlement. Within an area containing 15 percent of the total land surface of the United States, there were in 1950 over

half of the total population; nearly three-fourths the total industrial employment and 59 percent of the total income. In fact, within eight percent of the area of our country are to be found 43 percent of the population and 68 percent of the manufacturing. What does this mean in terms of great demands for outdoor recreational facilities? Over the next two decades 41,000 miles of super highways will be constructed, connecting every major urban area with an expressway network over the United States. This was authorized in the 1956 Federal Aid Highway Act, Public Law 627, and it is what we are now commencing to pay for in increased gasoline taxes. This new super highway system cannot fail to have almost revolutionary impact upon the recreational facilities of our country. The recreational areas will be bound even more closely to the cities than they have ever been bound in history.

Today we have one of the highest per capita incomes of any country in the world. We have the shortest working day and the shortest working week. We have the highest per capita ownership of transportation in the form of the automobile of any place in the world. This tremendous industrialization and high standard of living have been made possible by great mechanization and specialization. Men today are bound as never before to routine tasks. I shall never forget my visit to one of the great plants in our country manufacturing radios. I saw the radio start out as a plain piece of board at one end of the assembly line of workers. As it passed each worker, he or she added a screw, a nut, a piece of wire, a tube, a bit of solder, until the finished radio appeared at the other end of the line. While we were watching this magnificent picture of modern industry, my friend said to me: "We must get out of here now because it is almost quitting time and these people will drop a screwdriver in mid-air when the bell rings and there will be a stampede to get out." And I thought to myself, if I had been using a screwdriver to put a single type of screw at a certain place for eight hours. I. too, would drop the screwdriver in midair and stampede to get out.

What is the impact of the high nervous tension which the executive faces today in modern industry? What is the result of the prolonged nervous strain that the modern schoolteacher is under with her large classes? What are the needs of the industrial worker carrying out routine tasks day in and day out? What kind of recreation is available and what kind of recreation should be available? Recreational needs in the out-of-doors would seem to fall in three definite classes. In group 1 are city parks, where people in the course of one-half hour, or maybe even less than that, can get to one of these parks to appreciate the out-of-doors. Good city planning calls for more and larger city parks. In group 2 are the state parks, which should be available for an outing where the entire trip can be made within one day or a week-end. And finally, our great national parks which should be available for the longer vacation period. To take care of the ever increasing number of people seeking recreation calls for a great effort.

Let us be philosophical for a moment. Every American is entitled to a number of deep and lasting impressions; sunrise or sunset over oceans, deserts, mountains, clear blue skies sprinkled with stars, wind and rain in a forest; a view of the spectrum of life from the tiniest plant to the great

redwood; the simple protozoa to giant elephant.

Our high national income, our shorter working day and shorter working week, our ever improved highways, our large number of automobiles, are giving and will give in increasing numbers thousands of people the opportunity to broaden their horizons. They want to see the mountains and the plains, the great rivers and the great lakes, they want to hear the splash of still waters when fish disturb them, they want to be at home in their world. Kenneth Patton has said much better what I am trying to say in his poem.

Gather into yourself all the world.

Lie on the earth and feast on the sky.

Print upon the films of your eyes' inner theatre the images of all its forms and creatures.

Record upon your inner ear the sounds of water and wind, leaves and birds, the voices and songs of people.

Gather the stars into your mind, and the knowledge of huge spaces and the length of time.

Be rich with friends and companions.

Discover the loveliness of your mate and your fortune in the faces and hands of your children.

Give and be given unto, that within you may be stored and reborn all of the world about you.

You, who are nature, be all of nature;

For nothing can be strange to you, and never in the heavens and earth can you be homeless.

So much for the world of "First Impressions."

The second world is the world of Science. It is a world of corrected sense impressions. The world is round and evolves about the sun. The heavens are sprinkled with giant suns so far away that the light which falls upon our eyes tonight started from them long before Christ was born. The radio astronomer is peering into depths, as it were, far beyond anything that the light telescope could make available to us. The universe is expanding, expanding not only in reality but our concept of the universe is expanding. But what about living forms? The physical scientist has done a remarkable job in the last several hundred years in separating out for us the now something like a hundred basic elements which are the fundamental building stones of the universe.

Chemistry has now worked out very complicated and extensive relationships that exist between the elements. The biologists also have been busy cataloging living forms and they have done a remarkable job. The complicated problem of dynamic relationships between living forms, however, has only been scratched on the surface. Only recently did we

discover the antagonisms existing between certain fungi and diseaseproducing organisms. The field of antibiotics is just one example of the practicality of knowing these relationships. Modern industry and agriculture by their very nature are destroying many of these biological entities. and of course the nature preserves that have been established and will be established and kept, are most valuable in preserving for us living forms whose real place in nature has yet to be determined. They therefore have a value that cannot be estimated. To destroy these reserves might result in something comparable to a chemist losing some of the basic elements.

There is a third world which in some respects is of greater significance than either the world of first impressions or the world of science. It is the world of values; sometimes called the world of reality; sometimes called the world of religion. It is the world which gives meaning to the scientific world. It is one thing, for example, to know all about the chemistry and biology of milk. This information is most valuable. However, all of this information is of little or no significance unless somehow we know how to

distribute that milk to the children of our society.

Now I should like to call your attention to some recent work in a field of science which I believe bears heavily on the place of recreation in the life of our people living in this modern industrial and atomic age. This is a new field that is just opening up and which is very hard to describe. Let me attempt it by outlining some recent experiments. Professor Curt P. Richter, of Johns Hopkins Medical School, in a paper presented recently before a memorial seminar in honor of the late Professor Walter Cannon, begins his paper with the following statement:

"'Voodoo Death'-that is the title of a paper published in 1942 by Walter Cannon. It contains many instances of mysterious, sudden, apparently psychogenic death, from all parts of the world. A Brazilian Indian condemned and sentenced by a so-called 'Medicine Man,' is helpless against his own emotional response to this pronouncement—and dies within hours. In Africa a young negro unknowingly eats the inviolably banned wild hen. On discovery of his 'crime' he trembles, is overcome by fear, and dies in 24 hours. In New Zealand a Maori woman eats fruit that she only later learns has come from a tabooed place. Her chief has been profaned. By noon of the next day she is dead. In Australia a witch doctor points a bone at a man. Believing that nothing can save him, the man rapidly sinks in

"Cannon made a thorough search of reports from many primitive societies before he convinced himself of the existence of voodoo deaths. He concluded '... the phenomenon is characteristically noted among aborigines—among human beings so primitive, so superstitious, so ignorant, that they feel themselves bewildered strangers in a hostile world. Instead of knowledge, they have fertile and unrestricted imaginations which fill their environment with all manner of evil spirits capable of affecting their lives disastrously . . . "

Professor Cannon then asked himself the question: "How can an ominous and persistent state of fear end the life of man?" Having accepted then the possibility of "Voodoo Death" Professor Richter proceeded to set up experiments trying to place limiting values on this preconception. His experiments in my opinion are fundamental. He found, for example,

if he trapped rats, wild rats, in a sort of leather bag which provided ample air for their living purposes, but kept them trapped, they struggled for awhile, then apparently gave up the struggle and died. Why did they die? Not for lack of air, not for lack of stored chemical energy in their muscles. What physiological and psychological processes were involved? If one repeats the experiment, only this time after the animal has made a struggle he is temporarily liberated, and then trapped again, this second time the struggle goes on to complete exhaustion, a much longer struggle than the initial one. The same kind of an experiment can be carried out by forcing rats to swim, under conditions from which they cannot escape. The crux of the experiment is that if the rat has reason to believe, by virtue of a single experience, that the situation is not hopeless, he makes a struggle far beyond what he would make and lives much longer than he would ordinarily do under the same conditions, just because he thinks the struggle is not hopeless. The implications of this kind of study for the world in which we live which is one dominated by fear, must be obvious. Here is a new field asking for the most careful kind of experimentation.

The routine of mechanized industry which I have already referred to, the heavy burden carried by the modern executive, all speak for a life that may be filled with frustration. If there is any significance at all to the Richter experiment it would seem to me to indicate the great necessity of release from this kind of a trap. Our parks—the city park, the state

park, the national park-offer this great opportunity.

And so let me say that you people here who are working in this great field of preserving a heritage of nature undisturbed; who are offering recreation out-of-doors; who are teaching our people how to commune with Nature, are also offering a way out, at least in part, from the frustrations of our times and so you are contributing in the last analysis to the extension of life itself.

# Toast to National Park Service

By IRA B. LYKES, Chief, Park Practice

In the nearly one-quarter century during which it has been my honor and privilege to serve with the National Park Service, I have been asked to perform many duties and to do many things-some relatively easy, others more difficult. Tonight, however, the assignment given me appears to be just about impossible. I have been requested to take Connie Wirth's place in offering the National Park Service toast and everyone will agree, I am sure, that no one can truly take Connie's place. The best I can do in this instance, therefore, is to offer my best, though inadequate representation.

Director Wirth has asked that I extend to you—each and every one his warmest personal regards, and to express for him the sincere regret

that he finds it impossible to be with us on this occasion.

We are gathered here in conference through our dedication to parks and their place in human society. It is fitting and appropriate that we take these few moments to reflect upon a significant event in the park movement—a movement that plays a role of ever-increasing importance in

present-day American life.

One week ago tonight, at about this same hour, several hundred national park superintendents, their families and friends, gathered at the confluence of the Fire Hole and Gibbons River—where the Madison is formed in Yellowstone National Park near the base of National Park Mountain—there to witness the re-enactment of one of the truly great moments in our Nation's history. Certainly this was an important occasion to all of us who have dedicated ourselves to the development and administration of parks and park systems. At this very moment, this reenactment is being repeated, for precisely 87 years ago tonight—on September 19, 1870—the Washburn-Doane Expedition camped at that same spot and there, around a glowing campfire, was born the national park idea—an idea that has blossomed forth as an ideal befitting a great and powerful Nation.

Permit me to quote the words of the distinguished Montanian Cornelius Hedges as stated in the re-enactment of this memorable scene. Hedges is speaking to General Henry Washburn, Nathaniel P. Langford, Samuel Houser, and others of this intrepid band of men who, during the preceding weeks, had made their way by horseback through that wonderland of

nature. Here are his words:

It seems to me that when nature brings into being a region such as we have seen these last 25 days, that it belongs, not to a few men—but to the people, all of the people. That it should be an area for enjoyment and recreation, free from all the strains of commercialism, selfish interests, and private ownership. We have here just now conceived an idea—that of setting aside the area we've covered as a kind of park. That's my idea, too, but I feel, and strongly, that it must not be a privately owned or operated park, but a national park.

This statement was followed by utter silence, for Hedges' suggestion was such an innovation in view of their earlier consideration of a program

of private exploitation.

It was Nathaniel P. Langford who voiced the first response to this proposal, and may it be said to the everlasting credit of those who were present on that memorable occasion that all gave unselfishly in their efforts

to gain their appointed objective.

The public enthusiasm in response to the Washburn-Doane Expedition, not only in Montana but throughout the Nation, was astonishingly effective. This was not only due to the respect people in the state held for such men as Washburn, Langford, Houser, and Hedges, but also due to the energy these men threw into promoting the idea conceived at that campsite on September 19 so many years ago. The expedition not only created vast interest in the region of the explorers, but among laymen and politicians in the state of Montana, in Washington, New York, Philadelphia, and the

country at large. It also started a movement which grew through their efforts in the conception of establishing national areas "dedicated and set apart as a public park or pleasuring ground for the benefit and enjoyment of the people, with proper administration, protection, and development by the Federal Government."

The principal exposition of the idea of a national park was chiefly promoted by Nathaniel P. Langford who later became the first super-

intendent of Yellowstone National Park.

On December 18, 1871, a bill to establish Yellowstone National Park was introduced simultaneously in both Houses of the Congress. This bill ten weeks later became a law on March 1, 1872. On March 13 a civil act was introduced in Congress carrying an item of \$40,000 for the continuation of the Hayden Survey under the direction of the Secretary of the Interior. This survey proceeded to set the boundaries of the park and our great movement of national parks in America was established and under way.

To say that Yellowstone National Park was the first "pleasuring ground" for the citizens of this Nation would be inaccurate, for a number of years previous to the Washburn-Doane Expedition the people of California, for example, had satisfied their requirements for nature-recreation in the beautiful Yosemite Valley, now another of our Nation's yast and spec-

tacular areas.

In a larger sense, the memorable Yellowstone incident is symbolic—not alone of the national park movement, but of the nationwide movement to create and preserve "pleasuring grounds"—as the best example of nature's handiwork and as the places where recreation opportunities are

available for the many and not alone for the few.

Our glasses have been filled with sparklingly clear water taken from the confluence of the Fire Hole and Gibbons Rivers, and sent to us on this occasion by Director Wirth. We raise them now to this toast: May we increase our dedication in the cause of preservation of our historic scenes, our cultural and scientific heritage, and in the magnificence of nature's handiwork as exemplified in the parks given into our hands for safekeeping; may we gain strength from the inspiring work of others who have gone before us and who have given unselfishly of themselves so that this cause might survive and grow throughout the years. To the past, and to the future of parks in a free society under God, I offer this toast. Thank you

# State Park Philosophy

NEWTON B. DRURY, Chief, California Division of Beaches and Parks, Sacramento, Calif.

THERE is a saying: "If you want to know how short the winter is, just sign a ninety-day note." This is not unlike my feeling as the due date rapidly approached on the assignment that I so casually—and proudly—accepted some time ago to discuss here today the subject

of "State Park Philosophy."

In the midst of a large and varied program involving a-hundred-million-dollar Five Year Plan, toward which the Legislature in the first two years has appropriated more than half, with such engrossing problems as the Redwood By-pass Highway, the Emerald Bay bridge proposal, the organization of the display next summer of the fabulous Hearst Castle, the prospective Maritime Historical Monument in San Francisco, together with over a hundred more or less active acquisition projects for the next three years, on top of the administration, protection and interpretation of 145 diverse areas, 600,000 acres with over 40 million annual visitor-days of attendance, there is not a dull moment.

There is a state park philosophy in the sense of a set of guiding principles for what we consider an important human institution. Otherwise

we would not be here today.

Park people, if successful, need and have certain rare characteristics. One of them is what the management experts call "a high frustration tolerance." All who have had to deal with pressure groups, with the inevitable delays in the governmental process, or with misunderstanding of our purposes and motives even by friends—all who walk the tight rope and evade the pitfalls of park operations, will readily grant that they have in truth to be philosophers.

There is another characteristic. I remember that our naturalist on the C & O Canal National Historic Site in Maryland had to meet an emergency when the horse drawing the barge suddenly balked and refused to go further. Nothing daunted, the naturalist substituted himself for the horse and brought the barge to its destination. He was duly praised for his ingenuity, but was told that the episode was not unique in the park business, where everybody "works like a horse."

This industry, this dedication to the work is indeed typical of park people—National, State and Local—whether it be in Maine or Florida,

Minnesota or even California.

And I think the reason for this devotion is clear enough. It is not just the fascination of accomplishment in what we at least think is one of the most complex of human activities, running the gamut from the most material, like providing sewage disposal to the most ethereal, like trying to define the elements of beauty in Grand Canyon or the Redwoods. It is the sense of contributing in a very special way to the welfare and enjoyment of our fellow men, of giving them a worthwhile

and oftentimes a great experience that physically and spiritually enriches their lives.

Turning them from park people to the guiding principles—the "philosophy" if you will—of the work in which they are engaged, this unique phase of land and resources management, I think, is distinguished in this: that while other lands are administered to conserve their resources to serve man's material needs, park lands are managed to minister to the human mind and spirit. They are set aside to preserve their beauty, reveal their meaning, and maintain their integrity. They involve a trusteeship on the part of the present, to use the words of Carlyle, "toward the past and generations yet unborn."

That this purpose is hard to define is patent. This is true of all matters of the spirit. No one has fully expressed in simple terms the purpose of a great institution like a university or a religion. Yet those engaged in the park movement feel this purpose even when they do not put it in words, and their whole endeavor, whether they realize it or not, is shaped and guided by it.

Let us consider some of the principles that by common consent have evolved and by most are accepted as to state parks, in their establishment, development, management and interpretation.

One of these, and it is in my opinion basic, is that state parks have as a dominant purpose the preservation, insofar as feasible, of the qualities of native landscape. It was the wonders of nature, as revealed to the explorers and pioneers, that in places like Yellowstone and Yosemite first led to the conviction that here were lands too fine to have their beauty or their interest cheapened or destroyed by turning them to base uses for the advantage of the few or of the moment. "This place should be preserved for us and others after us to enjoy as we have enjoyed it." This was the thought in the minds of park pioneers over a century ago, and it is the thought behind the growing public demand for parks at all levels of government.

We are concerning ourselves here with *state* parks. Obviously, there are some lands of such distinction that their preservation is the concern of the Nation as a whole. This is exemplified in our great National Park System. Most of its units are recognized as being beyond the responsibilities of the States in which they happen to be located. In many cases—and I think offhand of Great Smokies, Mammoth Cave, Carlsbad and Yosemite—the States have taken the initiative and then passed on the responsibility to the Nation for varied reasons: financial inability, desire for prestige, or to obtain the fruits of increased travel. But mainly because of recognition of national significance and the importance of national parks. True, local promotions have resulted in some areas of less than national caliber being forced upon the National Park System, but even this is a tribute to the prestige of National Parks. Doubtless every extensive portfolio of investments contains some "cats and dogs."

When we come to the state park category this is likewise true. Parks. like gold, are where you find them. But as funds for state parks increase. there is a tendency to strive for the diversion of appropriations to projects not justified by their importance to the entire State. Even California has not been immune from this, and only a year ago it was found desirable for our Commission to re-state its criteria as to statewide significance. In the main it has been possible to hold to the principle that "state park funds are not intended to be used as a subsidy to local recreation."

This is not to say that there should be as far as possible a fair geographical distribution of areas, and a fair proportion among different types. This has been reasonably well accomplished in the California State Park System and will be even more so when the 40-million-dollar appropriation already made for new areas and rounding out existing parks has been expanded under the Five Year Master Plan.

The additions to round out the 145 present units of the system are to us even more important than the 40 to 50 new areas provided for. The ideal is to have unified and complete areas, preferably entire watersheds where attainable. Inholdings, with the adverse uses that are the bane of the park administrator, will, we hope, be largely eliminated. This ideal is never completely realized, but it surely is a part of the park philosophy. As to types of areas, the system when the five year program is completed will roughly be apportioned as follows: Natural and Scenic Areas, 35 per cent; Historical Areas, 15 per cent; Recreational Areas, 50 per cent. Needless to say, effort has been made to give highest priorities to the best examples of each type.

Let us turn to the subject of development. This is the critical phase. as many a fine area has suffered from ill-considered, inappropriate modification of its original qualities in hasty development for public use. A well thought out Master Plan of Development should precede construction, based upon the principle that each area should be developed to serve its highest use.

Restraint should be the watchword in development. The burden of proof should rest upon those who propose modification of natural conditions.

There is the constant problem of balancing the preservation of natural conditions with the provision of facilities for public use in keeping with the highest values. Obviously parks are intended for human enjoyment, but there is always the danger of development which will promote over-use, of passing the point of diminishing returns, so that the satisfactions sought by many are lost to all because of excess in development and use. The fact that a park is popular is no good reason for developing it beyond its carrying capacity. Many a great landscape carries in its beauty the seeds of its own destruction.

This has been the subject of much earnest thought and careful planning in Yosemite, for example, and it is surely the case in the Redwoods and other state and national parks.

Needless to say a natural reserve like Point Lobos, with its rugged seacoast crowned with wind-blown Monterey Cypress, its wealth of flora and fauna, its clamoring sea lions on the offshore rocks, its rare sea otters and its birds of shore and sea, would be developed primarily as a great natural exhibit. It would be used with more restraint than would the recreational beaches of the south or the recreational areas on the shores of reservoirs, as at our recent developments on Folsom Lake. But even in these so-called recreational areas it is, I hope, an element of the state park philosophy that emphasis should be upon preservation of natural environment, and the harmonizing of necessary developments therewith. Our planners, engineers, and landscape architects, considering the limitations imposed by relentlessly mounting public use, have worked skillfully toward this end.

It follows, since state parks are primarily natural areas, that "developments are for the purpose of making the areas available for public enjoyment in a manner consistent with the preservation of landscape quality and should be of the simpler sorts in a natural environment (i.e. camping, picnicking, sightseeing, nature study, hiking, riding, boating, swimming, fishing, etc.) involving no major modification of their lands, forests and waters, and without extensive introduction of artificial features such as athletic fields, playgrounds, golf courses, and other forms of recreational developments primarily for local benefit."

This is quoted from our recently-issued criteria for state parks in California, and while it may be challenged in some quarters it has been,

up to now, the pattern followed in our neck of the woods.

In state, no less than in national parks, we should always be alive to our obligation, before it is too late, to set aside, in reasonable proportion, outstanding representative areas of forest, seacoast, desert, mountains, lakeshore, rivers and marshland as outdoor laboratories for nature interpretation, scientific and aesthetic study. This is the basic of our naturalist program. If we succeed, these will be a heritage for which future generations will be increasingly grateful, as in the not too distant future they will in all probability be the only places where forests evolve naturally, plants and animals live in harmonious relationship with themselves and their environment and Nature and her works can still be studied in the original design.

Regardless of the principal purpose of any state park area, we are conscious that we are primarily managers of lands and are always in the landscape business. This is primarily true, of course, of scenic areas. But it is also true of recreational parks; and it is true of "history written on the land," in those areas like the Gold Discovery Site and La Purisima Mission. There have developed many types of state parks, depending on local conditions and public demand. But with respect to all of them

we are charged with maintaining the integrity of native landscape inso-

far as it is humanly possible.

Everywhere the relentless march of material progress, of urbanization, industrialization and consumption of resources for commercial ends are making their impact on the native landscape. Everywhere they are rubbing the bloom off the land. Except in the parks—and even there we know that we are fighting what sometimes seems to be a losing battle. Except in the parks, and in some areas with a partially related purpose, such as the National Forests, the qualities of great open spaces that we took for granted a generation ago are rapidly disappearing. We all know the reason. In California, for instance, population is increasing at the rate of a million every three years. We are destined—or condemned—to have 25 million people by 1975. We have 14 million now, and undoubtedly the great upsurge in our park program is in response to the recreational needs of these people. As part of the nation-wide highway program, our California Department of Public Works is spending at the rate of a million dollars a day. Should we not ask ourselves: "Where will these highways lead?" "Will there be left any place worth going to?" "Where will our teeming millions, when they take the road, find relief from the tensions of modern life and the healing influence of contact with Nature as created?"

These are not new questions, but they have not been fully answered, and will not be unless programs like that of the National Conference on State Parks continue and increase.

And one more thing. The heart of our movement is a thing of the spirit, although the material that we deal with is the land. The quest for beauty is the basis of our great travel industry. Sightseeing is by far the predominant form of outdoor recreation. In the midst of the turmoil of administration and the perfection of our techniques we must remember this.

It is a high calling that has as its purpose to assure the people of the future that they will have the great experiences in the out-of-doors that we have had. It has been my privilege, as it has been yours, to help preserve representative examples of the great pageant of America. In working to maintain this environment we have been a part of it. There are many scenes that I like to remember: the lengthening shadows of the Sequoias, the flight of the White Ibis, the pastel colors of hardwood forests in the Fall, the gleam of glaciers, the battle of sea and land, the thunder and mist of waterfalls, the silence that hangs over the habitations of forgotten peoples, or the quieter but not less satisfying beauty of lands and forests and waters preserved in many hundreds of state parks, such as Lake Itasca in Minnesota.

Concern for preserving these spectacles for themselves and as an environment for active outdoor recreation is at the heart of the state park philosophy. The spirit and meaning behind this concern is the all-important thing, but, as I have said, it is hard to put in words. Many

have thought about this, and quite a few, like John Muir, have written eloquently about it. Turning to the Redwoods that I know best, I think of Dr. John C. Merriam's statement that "they connect us as by a hand touch with all the centuries that they have known"; or Edwin Markham's that "they seem to be forms of immortality standing here among the transitory shapes of time"; or the poetic words of Joseph Hergesheimer regarding Bull Creek flat, now in the Rockefeller Forest:

Nothing could bring back the serenity the forest had accumulated after a hundred million years. Standing in a grove I thought of the bitter and vain resentment that the future—when it learned that a commerce was not enough to keep the heart alive—would hold against the past, our present. The grace of the towering trees masked their gigantic span; the ground, in perpetual shadow, held only flowering oxalis and emerald ferns. It was raining very softly. The fallen trunks of an utter remoteness, too great to see over, were green with moss. The whisper of the wind was barely audible, far off, reflective; the gloom in the trees was clear, wet and mild. It was the past. And this was the Redwoods' secret, their special magic, that they absolved, blotted out the fever of time, the wasted years, the sickness of mind, in which man spent the loneliness of their lives.

All this, I hope, has bearing upon the philosophy of state parks.

# Impact of The Federal Highway Program on Federal, State and County Parks

PAUL F. ROYSTER, Assistant to the Federal Highway Administrator, Bureau of Public Roads, Washington, D. C.

YOU are to be complimented first, I believe, in choosing to meet in this beautiful Itasca State Park. While I welcomed your invitation to speak about the new National System of Interstate and Defense Highways and their probable effect on our public parks, there was an added inducement. I also wanted to see this Arrowhead section of Minnesota.

As so many have before, I always have been attracted to this section of the country by the beauty and poetry of the place names. I learned to my surprise some time ago that names such as Itasca, Algoma, Allegan, and Alpena are not an inheritance from the Indians, but were manufactured by Henry Schoolcraft. He is almost a forgotten man in American history and he should not be. He was the Indian agent at Sault Ste. Marie, and he was an all-around, first-class American. He was a geologist and an explorer. He was the first to discover, in 1832, that this lake is the true source of the Mississippi. He juggled around the two Latin words "caput" for head and "veritas" for true and came up with Itasca. Wherever he traveled in Michigan, Wisconsin, or Minnesota and got the chance, he endowed these States with lovely names. It is too bad he did not get to more places first.

It is appropriate, I think, to recall the memory of Henry Schoolcraft in such a convention, for in his day when there were so many destroyers, he was a conservationist and a preserver. He compiled the Indian lore and legends and his books on Indian thinking and customs still are among the best we have in that field. It was he who gave Longfellow the story of Hiawatha, our first American epic poem.

There is a real link between this versatile man and you, who are charged with preserving the beauty with which the Creator endowed everyone of our States. His job was to attract settlers to what was in

his day the Northwest and he used beauty as an attraction.

You are expected to attract visitors to our parks and from what I hear, you have done a good job. At one time they were rural mausoleums, remote and inaccessible except to the wealthy. The domestic tourist is one of the greatest distributors of wealth in our country, because he spends more than \$15 billion a year on vacation travel. Something like \$7 billion plus is spent for business travel. Every State needs and wants some of this travel money. They get it and I am sure you

want to see your State gets its share of the traveler's dollar.

Your job of maintaining and improving our historic and recreational sites is of proven financial, educational, and recreational value to many millions of our people. But in the next twenty years or so, it will not only become more important, but even critically important. According to reliable predictions from many sources, this country of ours will be jammed with people by 1975. To accommodate this exploding population we will have to build the equivalent of about 50 new San Franciscos. We will have to build a fantastic number of homes, schools, shopping centers, business structures, and get ready for an expected automobile registration of 100 million, compared with about 65 million today. Undoubtedly we will be able to give our exploding population what it will need except for the one asset we cannot add. That is land.

At one time, and not so long ago, a city or town was an incident in the countryside. Today the countryside in many areas can hardly be seen. There is a vast urban, metropolitan area stretching unbroken from north of Boston to south of Washington, D. C. You will look hard for some open spaces in the Great Lakes area from Buffalo to Chicago and up to Milwaukee. We have a Gulf and Atlantic coastline of 3,700 miles, but the Interior Department reports that only 240 miles of this

vast stretch remains in the public domain.

In an attempt to accommodate more and more people crowding into our metropolitan areas we are adding suburbs and these are bulldozing away about 1,000,000 acres of land a year. If we continue at this rate, open space anywhere will not only be important, it will be precious, and the man or men charged with keeping it open become very important.

As you know, most of our metropolitan areas are in a state of crisis. Some of them are barely solvent, with revenue just about able to support essential city services. Today our population is about 171 million

and the figure has to be a round one, because the Census Bureau says a new American is born every  $7\frac{1}{2}$  seconds. Every month we add in numbers the equivalent of a new Providence, Rhode Island. By 1975 our population is expected to soar to around 226 million and of these about 60 million more people will be living in and around our cities than we have now. What is significant for us in these figures is that since 1930 ownership of motor vehicles has kept pace with population figures, except during the last World War. By 1975 our vehicles will travel one trillion motor vehicle miles a year. Even two years ago our American motor vehicles traveled a distance equal to 274,000 round trips every day between New York and San Francisco.

In an attempt to accommodate our growing population and the increasing number of automobiles, we tried adding more thoroughfares. In the ten years after the last war we added 100,000 miles of streets and roads, but the automobile manufacturers were away ahead of us. If all the vehicles they turned out were placed bumper-to-bumper, they would have stretched 200,000 miles, or twice the length of the new high-

ways.

The automobile has made our big metropolitan areas possible, but because we failed to adapt to the motor age, automotive transportation now threatens to strangle the very cities it fostered. The cars, buses, and trucks that service homes and business places in the city fight the free flow of traffic and slow it to a crawl. But traffic fights back with death, accidents, dirt, noise, and extravagant waste of time and depreciation of equipment. It is a real hot war.

But, fortunately, we may have the answer in the controlled access, arterial highway to separate the flow of traffic from the city buildings

which are at war with each other and cause the city distress.

There is nothing long-haired about the claims for the new expressways. We have wholesale evidence that they are the biggest advance in traffic management since the all-weather road replaced the footpath. That they are immensely safer than the old, conventional streets and roads has been proven. In Chicago, the death rate is nine persons for every 100 million vehicle travel miles on older streets. But travel on the Chicago Congress Street Expressway in about a year amounted to 210 million vehicle miles and there was not one traffic death! This impressive record is more impressive when we consider that speed on the expressway is about 45 miles an hour, but only 19 miles on adjacent streets. On all roads in New York State the accident rate is around 300 per 100 million miles. On the New York Thruway it has been cut to 30.

The cost of constructing new freeways is high and may seem extravagant, but the evidence is in that they bring benefits and savings all out of proportion to their cost. The Chicago Motor Club estimates that the expressways will save \$71 a year per vehicle, because of lower gas, oil, maintenance costs, and prevention of accidents. The Los Angeles

Freeway saves motorists about \$24 million a year. These savings have

paid for 46 miles of it in a little more than eight years!

The freeways raise land values. There has been criticism because they take buildings and land off tax rolls, but everywhere they have brought in new construction with double the valuations taken away.

What does all this mean to our National and State parks?

If these new freeways are used for the twin purposes of relieving traffic congestion and marking out areas for better land use in our cities, they could halt the suburban sprawl by making our cities more attractive places in which to live. This could prevent the hacking away of at

least a part of the 1,000,000 acres a year at our urban edges.

The Stanford Research Institute predicts that by 1975 about 83 percent of our population will live in and around cities. And the best antidote or relief from city living is getting away from it into the open country. Today about 70 percent of our people own an automobile and more than seven percent own two or more. If per capita income continues to keep pace with our population increase, these city-bound people are going to head for your State and National parks in numbers that would make your heads spin. The safety, comfort, and economy of driving on our new expressways is now experienced by millions, but they still are only a fraction of the driving public.

Within 15 or 16 years there will be 41,000 miles of these super-highways. Then a tourist will be able to drive from Acadia Park in Maine to the Everglades without being stopped once by a red light. He can travel from Mount Rainier in Washington to Jamestown, Virginia, probably without meeting on-coming traffic in the same roadway. He will be able to travel from the Canadian border, here in Minnesota, to the Mexican border at Brownsville with little chance of meeting cross

traffic or going over railroad tracks.

Your state parks have an excellent history, but their most spectacular era is ahead. Now the Pacific States get 9.6 percent of their tourist trade from New England and New England gets almost three percent from California. These North Central States, including Minnesota, get 13 percent of their tourist trade from the Pacific States, about ten percent from New York-New England, and almost 15 percent from Texas. Our people are on the move now and I leave it to your imagination how much more they will move when they have a nation-spanning highway network, really doubling the distances they can drive, and with the assurance of easier driving, cheaper driving, and the chances of meeting death or accident slashed sharply.

There have been complaints in the past, and fear is often expressed now, that a highway in or adjacent to a site of natural beauty destroys the attractiveness of parks. You need not have this fear about the new Interstate Highway System. One of its salient features is that no commercial or residential buildings can front on the roads. We all have seen new highways opened that for a time carried traffic efficiently and safely,

but in time their margins were crowded with buildings. These feed traffic in and out of the new highway and soon there are red lights, deaths, accidents, and general confusion. Soon the highway is outmoded,

its buildings decay and spread their blight to adjacent areas.

These new highways, we expect, will have beauty engineered into their design. Our Federal Highway administrator, Bertram D. Tallamy, designed the New York State Thruway which is praised not only for efficiency, but for its beauty. Woods, streams, and even interesting outcroppings of rock are used to separate lanes, and in some places the road was placed to take advantage of fine scenery. This highway is a handsome asset, not a blight, and we expect that the National System will duplicate it in this. An interesting, beautiful highway prevents driver hypnosis and the designers know it.

Construction of these new freeways is progressing splendidly because there is an awareness everywhere in the States of their pronounced

value and a promise of immense benefits.

To date we have made excellent progress, for since passage of the Act in 1956, about 1,780 miles of the Interstate System have been placed under construction contract involving a cost of around \$775 million in Federal aid. In addition, there has been obligated \$552 million for design and purchase of rights-of-way. We are not neglecting our primary, secondary, or urban roads by any means. During the last fiscal year, about \$827 million was obligated for construction or reconstruction of about 24,000 miles of highways and city streets.

These new freeways are our highways into the future. Already they are a symbol of a new America ahead of us. More than 100 years ago Walt Whitman wrote: "Strong and content, I travel the open road." We haven't been able to do that recently, but hopes are high that we

soon will.

# The Oklahoma Story

TYE BLEDSOE, Director, Division of Recreation and State Parks, Oklahoma City, Oklahoma

THE Oklahoma Story started conventionally enough in the early 1930's and in 1935. After the careful consideration of many areas, and with the cooperation of the National Park Service, six blocks of land totaling some 40,000 acres were put together in areas of natural beauty, well designed to serve the people of our State equally geographically. To a large measure the manpower and much of the money for the development of these parks came from the CCC Program. Until 1951 no new areas either recreation or parks were added to the system, though a number of historical sites became the responsibility of the Division of State Parks.

In 1951, Lake Texoma State Park and Sequoyah State Park were brought into the system. In 1953, Tenkiller, Sequoyah Bay, Lake Heyburn, Lake Wister, three areas on the Lake of The Cherokees and

Alabaster Caverns were made a part of the State Park system.

Bringing these new areas into the Park System nearly tripled the number of areas under the care and supervision of the Division of State Parks. Obviously, the areas would serve little useful purpose if allowed to lie fallow. Development then became the paramount order of the day and the ever-present specter of too little money to do a real job became all the more apparent.

In Oklahoma, as in all States I suppose, there is always a great difference between the funds available and needs for funds to maintain and operate the schools and other institutions and to build highways. Parks always have been low in the order of precedence in appropriation

matters.

Additionally, the people of Oklahoma adopted a constitutional amendment some fifteen years ago which precludes deficit financing or legislative appropriations amounting to more than the actual tax collections during the appropriation period.

Before full faith bonds can be sold in our State, a favorable vote of

the people is required.

As a result of this constitutional provision the Universities and Colleges found a method to finance the construction of facilities, student union buildings, dormitories, libraries, et cetera, selling bonds and pledging the revenues from rentals or student fees to the retirement of the indebtedness.

I would point out that in 1949, the Oklahoma Planning and Resources Board sold \$850,000 of Park Improvements Bonds to finance the construction of a 26-room lodge and 44 cottages in the already very well developed Lake Murray Park.

The revenue from the operation of the revenue-producing facilities in Lake Murray Park were pledged to the payment of the indebtedness.

From the outset the Lake Murray facilities were well accepted by the public, and the revenues proved more than adequate to meet all debt

service requirements.

In 1951, then, an apparently successful method had been found for financing the construction of park revenue producing facilities. Based on the Lake Murray experience the Oklahoma Planning and Resources Board began its efforts to market a series of bonds to produce funds to construct housing and feeding accommodations in all of the state parks, with special emphasis on such improvements in Lake Texoma, Sequoyah, Quartz Mountain and Roman Nose parks. Additions doubling the capacity of Lake Murray Lodge were also planned.

After gaining the necessary amendments to the revenue bond provisions of the Statutes as related to Parks and after gaining Supreme Court approval, State Park Improvement Bonds in the amount of \$7,200,000 were sold in September, 1954. Facts regarding this issue are as follows: Term: 30 years. Interest: 4½ percent. Sale price: 98. Purpose of the Issue: (1) To retire \$850,000, 4 percent Lake Murray Bonds sold in 1949. (2) To build lodges, cabins, swimming pools and other resort facilities in: Lake Texoma, Sequoyah Peninsula, Sequoyah Bay, and Quartz Mountain Parks. (3) To build additions and a pool at Lake Murray Lodge. (4) To build cabins, pools, group cabins, or improve facilities at: Roman Nose, Beavers Bend, Tenkiller, Robbers Cave, Boiling Springs, Osage Hills, Wister, Greenleaf, and Alabaster Caverns parks. (5) To pay interest for 18 months. (6) To capitalize a reserve fund. (7) To pay fiscal, audit and engineering fees in connection with construction and the issue.

All of the Revenues of the Park System are pledged to the debt retirement. Payments: Under the Trust Agreement provisions, the Oklahoma Planning and Resources Board is to pay the Trustees \$665,000 a year. In such years as income permits, additional payments of \$50,000 into the contingency fund are to be made. (Until such time as that fund

reaches \$250,000.)

I mentioned to you that the bonds were 30-year bonds, yet our payments as called for in the Trust Agreement cause the bonds to be amortized over a period of 17 rather than 30 years. If the schedules of payments can be maintained, the bonds will be paid out June 30, 1971. Under a 30 year amortization plan, the annual payment to the trustee would be \$441,000. Our lease contracts at the five lodges were made on the basis of the 30-year amortization and therefore were actually sufficient to meet our payments. Now we must look elsewhere for \$224,000—the elsewhere being the remainder of our parks and at the present time this sum would be a terrific load. Also to convert to 30 years instead of 17 years would cost several hundred thousand dollars and the interest rate would probably be higher in view of the present money market condition. We in Oklahoma believe we have encountered three separate periods, each peculiar to its own and each with problems to face.

1. Construction and Pre-opening Period

A. The problem we faced here was timing. More time was consumed for plans and specifications than was first estimated. Construction was slightly slower than estimated.

B. The inadvisability of constructing the Sequoyah Bay Area eliminated what was believed to be a guaranteed income of \$53,000 annually.

- C. The Soonerland Resort Company cancelled out Lake Texoma State Park Lodge under a valid provision in its lease and bid provisions.

  2. Opening and First Year Period
- A. Public acceptance of the new facilities was not as great as had been conservatively (everyone thought) forecast. There were several reasons for this:

1. The Lodges were opened at fairly close intervals.

2. The Lodges were opened late after most people had already

planned their summer vacations.

3. The rates were not comparatively great and were probably not too high when considered against the Lessee's annual rent requirement; however, the rates were too high for average Oklahoma incomes when spent in Oklahoma.

4. The Lodges had not been and budget-wise could not be ade-

quately advertised and promoted.

5. Other necessary recreation facilities had not been completed.

B. The Southwest Resorts Corporation, after the first season, expressed a desire to be relieved of their contract on November 28, 1956.

C. Western Hills Corporation, lessees of Sequoyah Lodge, asked for and received a moratorium on their payments in order to recapitalize and issue additional stock.

The Past Season and Present Time:

The Oklahoma Planning and Resources Board is now operating three of the five lodges without concessionaires or lessees. We have enjoyed nearly full occupancy during the season just finished, and we look forward to continued good business during the fall months. After using our period of grace, we have made our entire bond payment this year; we have deposited \$50,000 into the contingency fund and feel that with continued good support of the people of Oklahoma and all surrounding States we will continue to make all trust agreement payments as called for.

There are several advantages to revenue bond financing:

1. Such financing permits the construction of fine facilities well in advance of the time such construction could be accomplished if appropriations were the only source.

2. The indebtedness is repaid from moneys collected from people

using the park facilities.

3. After the indebtedness has been repaid the moneys expended for debt service are available for general park purposes.

There are also disadvantages to such financing:

1. The interest is considerably greater than the cost of other munici-

pal moneys.

2. There can be a tendency to subordinate all park undertakings to that of making money. For instance, it is possible that functions or programs will be considered more on the basis of money making potential rather than on the basis of service. We need to be as proud of our Youth Camps which will accommodate 1800 campers a day, as we are of our lodges which will accommodate about the same number of guests.

Of course, there are advantages and disadvantages other than these but I believe for the most part they are covered in the categories men-

 ${f tioned}$  .

So there will be no misunderstanding, I want to say that the construction of improvements such as these does not eliminate the need for appropriated money. As a matter of fact, more appropriated money is needed to expand and maintain picnic areas, camping areas, fishing piers, free beaches, trails, etc. As parks are made more attractive, more

people use them.

There is no charge in Oklahoma's state parks for entering, parking, picnicking, camping or fishing. There is no fee for placing a boat in the water, the youth camps are subsidized to a considerable degree. From revenue producing facilities this year, we estimated the Board's net return before making its debt service payment will be approximately \$800,000. In addition the Board will spend \$1,046,000 from appropriated money to maintain and operate the free public use areas.

Before any Park administering agency undertakes park financing through the issuance of revenue bonds, it is my opinion that the follow-

ing factors should be present:

1. Parks already well developed with all facilities except a lodge, cabins and perhaps a swimming pool.

2. A system of parks well attended by many visitors.

3. An informed legislature that understands more appropriated money will be necessary if the public is to be served adequately and well balanced parks maintained.

I would like to invite each of you to visit Oklahoma's state parks and personally to see our expanded program. I am grateful for this opportunity to meet with you, and appreciate your courtesy.

# West Virginia Revenue Bond Financing

KERMIT McKEEVER, Chief, West Virginia Division of State Parks

WEST VIRGINIA, a State of many mountains, has been slow in putting on display its natural beauty to the vacationing public. We have much to offer to those who would visit with us. Our fast moving streams with waterfalls, our mountainous terrain covered with Allegheny hardwoods, our cool atmosphere with low humidity and bright

sunshine are not to be excelled anywhere.

West Virginia is within a day's travel by automobile of one half the population of the Nation and, being so located geographically, has encouraged many people to come to the State in quest of outdoor living. Our state parks have been some of the main points of interest both to our own people and those who visit with us. This was particularly well illustrated in the late 40's and early 50's when we were able to house only about 20 percent of those who would like to spend more than a day or two in our parks. It would have been desirable if private capital would have provided this needed housing whereby our scenic and climatic natural resources could have been used. Such was not the case. The public officials of the State therefore recognized the need of park expansion in order to solve the immediate problem and to give leadership for private capital to follow in the future.

The Legislature, from surplus in the state treasury at the end of the fiscal year, solved some of the more urgent minor state park problems with appropriations for park improvements that have been made over a number of years. The request for vacation housing and other park facilities grew more acute, however, until 1952. In that year the question of state park improvements was of sufficient interest to cause the successful candidate for governor, William C. Marland, to make it a

a part of his campaign pledge.

With the coming of the 1953 Legislature, it was apparent that there could not come from appropriations from the general revenue sufficient funds to do the needed park job. The income from parks was then investigated and it showed that we had one park which showed more collections from facilities than it showed expenditures for operations. The thought of revenue bonds then came into being. Revenue bonds had been used in Virginia, our neighbor State, to a limited extent for park cabin construction, and the State of Oklahoma was then in the midst of a park improvement program that was so financed. These States were contacted for a copy of their enabling legislation. Using the legislation from these States as a guide, a state park revenue bond enabling bill was drawn up and submitted to the West Virginia Legislature at its regular session in 1953. This bill was passed unanimously by both houses and signed by the Governor.

What, if anything, could be done with this legislation was the next

question.

Before bonds could be sold, where only the revenue from the facilities constructed from the funds derived from the sale of the bonds, plus the facilities already in existence on the parks where this construction was to take place, were pledged for their retirement, the proposed project had to be planned as to construction cost, the operations cost estimated after construction, and the income from such a program after its completion projected. In other words—is the project feasible?

The Governor called in an architectural and construction firm, the Walter Butler Company of St. Paul, Minnesota, to gather this infor-

mation.

The master plan for the development of the then existing parks, plus the additional information gathered through our recent years of operation, determined to a great extent what facilities were to be constructed under this program on four of the eight areas involved. The other four parks were new and required a master plan of development along with this construction program. Our Division of Parks did all of the park

layout or master plans.

After the completion of the program plans, a firm of consulting engineers, one that is recognized by the New York bonding houses, then actually made the feasibility report and determined that the project was sound in their opinion. Bonds in the amount of \$4,400,000 were then sold through a negotiated sale at a discount of 8 percent. The discount was necessary because of the lack of historical earning record of state park revenue bonds. The bonds were for 25 years with an interest rate of 4 percent, which will give the bond purchasers a yield of 4.52 percent. As is customary in this type of program, the first two years of interest were set aside from the sale of the bonds, or until revenues from the facilities constructed could be collected.

The program was made up of park cabins, and lodges chiefly, with swimming beaches, riding stables, park lakes and game courts also getting attention. Part of the access roads and utilities were paid for from bond money and two real estate purchases were made from it. The construction is now some 85 to 90 percent complete and will be entirely completed before the summer park season of 1958. We are behind our original schedule for completion because of a fire which destroyed the old Mont Chateau Lodge on that park, which was originally scheduled for repairs and an annex. This necessitated an entirely new design.

We have also encountered some labor problems that stopped work on two of the jobs, one of two months' duration on the Blackwater Lodge in the spring and early summer, a period we had planned for some of our most productive work. The other, on Mont Chateau, a

jurisdictional dispute, lasted about three weeks.

In May of 1957 the revenues from park operation started to pick up the bond service cost, with the first payment to the bond trustee being due in November, 1957. This payment will be met as scheduled. The complete bond service load, because of the date of the bonds, will not

be assumed from revenues produced until May of 1958.

It is anticipated that additional funds from the State's general revenue will be needed, when this program is in full operation, over and above our present and past needs, for operation and maintenance so that a greater per cent, or possibly all, of the revenues received from operations can go for bond interest and retirement. I feel that the legislature had this in mind since the bond service has first priority on collections from the system, and operations and maintenance can have what is left—if any.

In support of this line of thought, I quote to you from the Charleston

Gazette Editorial of September 8, 1957:

The Legislature will have to provide temporarily for park maintenance out of general revenue, a possibility it foresaw in passing the 1955 park improvement act, but that money as well as much more will come back to the State in the next decade or so.

From the park administrator's point of view, the revenue bond method of financing park improvements is not as satisfactory as legislative appropriations, but it is a method of accomplishing such improvements, and the method our law making body chose for our park system to operate under. It is not a way of getting something for nothing, as some of our people have thought, but a method of paying later for improvements needed now.

# Basic Economics of Revenue Bond Issue Financing

ROY G. PRENTIS, Executive Director, Minnesota State College

In GOVERNMENTAL financing involving the borrowing of money for an extended period of time, some form of bonds are usually employed. These bonds may generally be thrown into two categories. The first type of bond is the general obligation bond, where the full faith and credit of the governmental unit is pledged for the payment of principal and interest. This means that such bonds are to be retired by the levying of a tax on all of the property in the governmental unit. Such a debt thus becomes a responsibility of all the taxpayers. A good example of bonds of this type are those issued by a school district for the construction of a school building. In this case all of the taxpayers in the district are assessed taxes for the payment of the principal and interest until the debt is retired.

The second type of bonds is the so-called revenue bond, sometimes called a special assessment bond or a special fund bond. Bonds of this type today are used to finance a variety of activities. These bonds are retired by pledging a special source of income which is usually associated

with the earning capacity of the facility that is constructed with the proceeds of the bonds. A good example of where this type of bond is used is for the installation of sewers or water works, and the debt service is handled, not by a general property tax, but by a special assessment against the users of the service. It is true, however, that special fund bonds may be retired from taxes or from a combination of a pledge of revenue plus taxes. In fact, it is possible to arrive at situations where the distinction between general obligation bonds and special fund bonds becomes very obscure. For the remainder of my remarks I am thinking of purely revenue bonds, or those bonds which are retired entirely from earnings.

Without going into a lengthy discussion of the development of the various types of bonding, allow me to say that the revenue bond procedure is relatively new in comparison to the general obligation bond. The W.P.A. Act of 1934 probably did more than any one thing to encourage the use of revenue bonds. Under this program the Federal Government allowed governmental bodies to borrow money on the pledge of earnings from certain public works. This prompted many States to pass permissive legislation authorizing revenue bonds so that the subdivisions could take advantage of the act.

There are a number of reasons why revenue bonds are employed

rather than the general obligation bonds.

First: It can be argued that in many cases it is fairer for the users of a facility to bear the cost of the capital expenditure than to impose a general tax. Under a special use assessment, the user can be charged roughly in proportion to the service he receives. If the cost were to be borne by a general tax, some taxpayers might be charged for a service which they did not receive. Of course, to pursue this line of thinking to its ultimate would lead to difficulty. Few responsible people would suggest, for instance, that public school construction should be financed by a special tax against the parents of the children in school. It is generally held that public education is in the public good and all should share in its support. The same argument surely could be advanced in behalf of sewers and water works, which contribute to the public health and safety. I suppose the same general arguments could be applied to student housing facilities in public institutions of higher education or to public recreation grounds.

A second very powerful argument in favor of revenue bonds is that they are not considered in computing the public debt in most States. Quite commonly state governments and their subdivisions have constitutional or statutory debt limits. Quite often these are so low as to hamper an adequate public works program. Since revenue bonds are not usually considered a tax obligation, they are not a part of the debt on which a limit is placed. The revenue bond, therefore, may be a way around a debt limitation. The validity of this argument, of course, is open to question. Supposedly there is a reason for the existence of the

debt limitation. If the situation has changed since the limit was imposed so that the limit is no longer reasonable, it would seem best to revise or eliminate the limit rather than to attempt to circumvent it.

by subterfuge.

A third possible reason for using revenue bonds, and I am sure a very attractive one, is that the revenue bond approach to a public works project is sometimes easier to accomplish. Commonly the authority to issue such bonds is given to some board or commission which body can proceed by its own action to issue bonds without the necessity of holding a bond election. A bond election often means that the public must be educated to the need, and the natural resistance to a probable increase in taxes must be overcome. When the necessity for this can be avoided the public officials' task is much easier. However, since it is the public's money which will be required to repay the debt, it can be argued that the public should be given the opportunity to express itself.

It might appear from my remarks that I have doubts about the advisability of the use of revenue bonds. Quite the contrary. It has been conclusively demonstrated many times that revenue bonds have provided a sound means of financing where other methods would not have done the job under the existing circumstances. In fact, I am a party to a fairly sizeable revenue bonding project here in the State of Minnesota. I believe our program is sound, and I believe we are accomplishing something that could not or would not have been done otherwise. I do wish to say, however, that there are limitations to the revenue bonding procedure, and that where it is employed it should be entered into only after careful study and with the best professional

advice that is possible to obtain.

I am employed by the Minnesota State College Board. The Minnesota State Colleges have been experiencing rapid growth, and if estimates of future college enrollments in Minnesota are only partly correct we can expect a much greater increase. To meet our present and future needs, a great many new buildings will need to be built. One very definite need and one for which the legislature has been reluctant to appropriate money is student dormitories. The State College Board found that many colleges in other states have been financing this type of contsruction by revenue bonds—bonds which are retired by income from the dormitories and food service operations in the colleges. As a start on this project, the Board engaged a team of consultants from Michigan State University to survey the needs of the colleges and to outline a proposal for the program of construction. People from Michigan State were selected since that institution has a long and successful record of this type of operation.

It was determined that a program of self-liquidating dormitory construction appeared feasible for the Minnesota State Colleges. The Board agreed to move ahead and asked permission of the 1955 legislature to move into the plan. At this point legal help of a specialized

nature was required. The Board wisely engaged a recognized legal firm that specializes in municipal bonds. A specialist from this firm has worked with us as needed since late in 1954. It was first necessary to draft a rather lengthy enabling act to establish the general authority for the State College Board to enter into the revenue bond program and to define the conditions of our operation. A second act setting forth our immediate and specific authorization was also written and passed. In 1955 the legislature authorized the Board to borrow a total of \$3,100,000 in 30 year serial bonds. Our bond counsel next had the task of drafting the authorizing resolution for the issuance of the bonds. This is a lengthy document written in strict accordance with the enabling act. This resolution, after it is adopted, has the force of law. It sets forth all of the conditions of the bond sale, carries the statement that appears on each bond, sets forth the nature of the accounting procedure that will be carried out by the Board, and states clearly all of the promises and covenants made by the Board to the bond holder. A revenue bond authorizing resolution is a bulky technical document in comparison to a general obligation bond resolution. The Board sold the bonds in 1955 to the State Investment Board at 3 percent interest.

The Board then proceeded to construct facilities in each of the five colleges. However, the \$3,100,000 was only sufficient to give us a good start. We returned to the legislature in 1957 and requested and received authorization to borrow \$6,700,000 more, only this time we asked that we be allowed to issue forty-year bonds. Once again we are borrowing from the Minnesota State Investment Board, but we are now paying

4 percent interest rather than 3 percent.

With the total of \$9,800,000 we are constructing both dormitories and food service facilities in the five colleges. The entire construction program and the operation of the dormitories are controlled by budgeting procedures from the central administrative office of the State College Board. The payments on the bonds and interest are secured by a pledge on the part of the Board to hold the charges for board and room high enough to meet all operating costs to preserve the buildings in good repair, and to carry on hand at all times in the bond and interest account sufficient money to meet the current year's payments plus an amount equal to at least 125 percent of the following year's payment. This reserve amount is a protection to the bondholder. Our annual payments will run about \$490,000 per year, and we will need to carry an additional amount of about \$650,000 continuously in bond and interest reserve at all times. We have authority to invest our reserve so that we will receive some income from that. From the total of \$9,800,000 we expect to construct housing facilities for about 2,560 students plus dining facilities as needed. If we had to finance the cost only from the income from the new facilities. I feel that it would be rather difficult. Fortunately, we had room for approximately 2,000 students when we started, and we are able to use the income from all students housed to help finance the new facilities. When the new construction program is completed we will abandon some of the old and unsafe buildings so that we will have about 4,200 students housed. We estimate that an average of about \$120 per year per student housed will carry our debt service requirements once the reserve has been established.

At the present time it is my feeling that for the type of clientel that we serve we have gone about as far as we can with 100 percent self-liquidating financing. Of course we will need to test the situation with experience, but as of the present I believe, in order to be on the safe side, that future extension of this program may require that at least a part, perhaps one half, of the money will need to come by means of a legislative appropriation.

Since the nature of my discussion is supposed to center around the basic economic issues, perhaps I should conclude by touching briefly

on some of these issues.

Dr. Lawrence Knappen, in his text on revenue bonds, lists the following points for and against revenue bonds from the standpoint of the investor.

Points in favor of revenue bonds include-

- 1. The pledging of a specific type of income may be surer than taxes.
- 2. Preferred status is usually given to a limited amount of bonds, whereas general obligation bonds are usually all equally secured.
- 3. In case of default, better remedies are usually available than is true for general obligation bonds.

Dangers in investing are listed as the possibility of—

1. Invalid issuance,

- 2. Use in connection with promotional and experimental projects,
- 3. Obsolescence of the project before the bonds can be retired, 4. Too large a bond issue relative to the cost of the project.

It is generally recognized that a revenue bond issue will usually demand a higher interest rate than a general obligation bond. This probably is associated with the fact that revenue bonds are relatively new. Some investing bodies are not given authority to invest in revenue bonds, and thus the market is somewhat limited. Experience has shown, however, that revenue bonds have had a better experience than general obligation bonds in that there have been fewer defaults.

There are a number of conditions that will make for better marketability of revenue bonds. One of the more important of these is the ability to pledge several sources of revenue rather than a single source. For instance, in our dormitory bonds we list three sources—the first is the income from the new facilities; the second is the income from the old facilities; and the third source, not employed at present, is the authority to charge a direct fee to students for the use of spaces available to all students. Another favorable aspect is the fact that we pool all our dormitories in all colleges into one fund. This is considered to be superior to financing each college separately or each project separately.

One of the real problems faced in starting a revenue bond program is that of financing the debt service in the early years. Quite commonly principal payments do not start for a year or two or more after the construction is completed. This, of course, is for the obvious purpose of giving the project a chance to produce income. Interest payments, however, ordinarily start immediately, and so some provision must be made to meet these payments. Quite commonly authorization is given in the bond enabling act or the bond resolution to provide for interest payments until the project is completed out of the bond proceeds. In our case, we had existing buildings that produced sufficiently so in the \$3,100,000 this was not a problem. In the new issue we may, if needed, place as much as 5 percent of the bond proceeds in the bond and interest account for the purpose of bringing the reserve up to the stated requirement. This is in essence the same thing as using bond proceeds for interest payments.

In conclusion, allow me to state that there are certain very basic principles involved in revenue bond financing. Some of the most obvious ones, stated perhaps in an over-simplified manner, are:

1. There must be a definite need for any facility that can be financed in this manner. This need must be a present need and offer clear evidence that it will continue without serious competition from some other source.

2. The period of bond retirement should be appreciably less than the expected life of the facility to be financed.

3. The period of financing should not be made so short that it presents too great a burden on the user in the early years of the operation. Too short a bond period with resulting high retirement payments may be more hazardous than a longer payment period.

4. The expected income from the facility should be sufficient to

(1) guarantee its successful operation,

(2) guarantee its proper maintenance,

(3) provide sufficiently for debt service plus an adequate leeway. Some authorities mention from 30 to 50 percent of the required debt service payments.

# Trends in Tent Camping

JOHN R. VANDERZICHT, Director, Washington State Parks and Recreation Commission

WE DO NOT have a camping *trend* in Washington, or in any other State for that matter. The national movement to the woods and beaches is a stampede which threatens, at times, to trample not only all available park grass and trees, but staff and facilities as well.

That Washington is not alone with the problem is indicated by the latest National Park Service statistics for 1956, with which most of you are probably familiar. These statistics, however, are so pertinent here that I wish to bring them to your attention again.

Tent and trailer camping in state parks, says the report, increased 19 percent in 1956 over 1955, doubling the figure of four years previously. A matter of interest to those in the West is that the three Pacific Coast States accounted for one-third of the campers. California reported the most, 2,359,522 camper days; Oregon, 216,443; Washington had 510,837. Statistics also show that Washington was one of three States exceeding 5 million day and overnight visitors for the first time in 1956. Texas and Wisconsin shared the honor.

All of us are gratified to have our state parks used and appreciated. It is good to be a part of a system which brings happiness to so many people. We note with pleasure that outdoor living has become a way of life with thousands of families. There is no better kind of family recreation than family camping. It provides opportunity for parents and children to get better acquainted and to enjoy outdoor activities together. The camping situation is a wholesome one, with opportunity to enjoy the beauties of Nature. At the same time, children can be taught self-reliance and the art of living in the woods and near the water. This is ideal for carry-over into adult life, together with such pleasurable shared family pursuits as fishing, hiking, boating, and skiing.

But let us face it, increased numbers of visitors, whether day or overnight, mean a constant struggle in most States, both financially and administratively, to provide sufficient overnight facilities in areas where families can use them to the best advantage.

By 1950, we knew we had a "tiger by the tail." In Washington, as in many other States, we did not have enough park facilities or areas. We lacked financial means to acquire new areas and develop those we already owned, and the demand was growing. For example, increase in our day visitors between 1950 and 1956 was 253 percent; in overnight campers, 270 percent. The yearly rise was fairly steady—20 to 30 percent more each season, slightly more than the 19 percent national increase reported. Our preliminary 1957 figures, however, indicate that our 1957 increase over 1956 is approximately that of the national average.

Acreage. As is true in many of the States of the Middle West and West, we are comparatively new, and much in need of additional park areas. These should be secured while desirable land is still available at a price that is not out of reach of a public agency. As in other States, we have been adding to the system. Since 1950, we have increased our holdings by several thousand acres. These include historical and geological sites, boat moorage tracts, and group camps, as well as our picnic and overnight camping areas. But this is not enough, and we did not have funds to do more.

To help in presenting the picture to the legislature in 1957, we made a questionnaire survey of our overnight campers in 1956. From this we learned a great deal about campers and their opinions regarding state parks. (We also got our money. This, however, is another story.) What I want to emphasize at this time is what the survey showed us about camping trends, hoping that this information will be of use to other States faced with the same or similar problems. Perhaps you can provide us with some suggestions that will help us to do a better job in our park system as a result of our findings.

Survey Techniques. We distributed 23,376 questionnaires during the summer of 1956; 10,976 were completed, for a 46.95 percent return. Distribution was in the 40 Washington state parks having overnight camping, during four selected weeks between May 27 and September 7, 1956.

The questionnaire was given to the overnight camping parties upon registration. They were asked to fill it out and deposit it in a box provided at the park entrance before leaving. Some questionnaires, of course, came back through the mail, but for the most part, campers left their answers in the box.

Replies were recorded on IBM cards and distributions made. On these our study was based. The information obtained is proving valuable not only to us, but also to other state agencies and the tourist industry. It is not too much to say that we got a good picture of the overnight camping trend, and we learned first-hand what the campers want. Therefore, I would like to take a few minutes to comment on a few of the answers.

Who Camps? First of all, who camps in our state parks? We learned that the average-size camping party was four persons, two adults and two children. Sixty-one percent were Washington citizens; 39 percent came from the other States and Canada. Our state borders on British Columbia, which explains, in part, the fact that 21 percent of our campers come from Canada, nearly 18 percent of them from British Columbia. These people are our brothers in more than name only. They enjoy the same pleasures that our western citizens enjoy, centered around the woods and the water, with which our areas are so abundantly endowed.

We received answers from camping parties from 45 of the 48 States. More than 90 percent used tents or sleeping bags; the remainder came in trailers. California supplied the most Washington campers, 7.3 percent. We had another 5 percent from Oregon, with the midwest States of Illinois and Michigan supplying considerable numbers. It would be interesting to know how many of our Washington campers use the facilities in other States.

Why They Came. Our visitors were using state parks for vacationing in greater numbers than we had thought. We had been under the impression that weekend park visits supplied us with the largest number of campers, at least among Washington citizens. We found, however, than 56 percent of the Washington residents stated that they were using state parks for vacationing; 82 percent of those from other States said the same, 73 percent of the Canadians so indicated. Overall, 65 percent of the campers mentioned vacationing as the reason for the visit; only 26 percent said they were taking week-end excursions. The remainder mentioned fishing, clamming, swimming, and other reasons for staying in parks.

Family Income—Distances Traveled. We have a mobile population in these United States. Three out of four American families have a car. Our Nation is networked with highways. Our people are using these highways to get to parks and vacation spots in increasing members. The lower income family may not have as new or as large a vehicle, but it runs just as well and is restrained by the same speed laws. The

family can go as far and stay as long as resources hold out.

Results of our questionnaire bear out this statement, and contradicted any preconceived notions that camping is only for "poor people" who cannot afford other accommodations. Average incomes of U. S. residents camping in state parks was \$5,967.84, slightly more than the national average family income of \$5,520 reported by the U. S. News and World Report in October, 1956. Furthermore, 17 percent of our campers indicated incomes of \$7,000 to \$10,000 a year. An additional 5.7 percent stated that their earnings exceeded more than \$10,000. Yet they took a camping vacation. Only 14.3 percent of the campers showed incomes of less than \$3,000 a year.

Proximity to a camp site did not appear to be a major contributing factor to choice of park. Washingtonians indicated that they traveled an estimated average of 822 miles round trip from home on the trip covered by their replies. Visitors from other States traveled an average of 3,192 miles; Canadians, 1,722. The "call of the wild" must be quite

loud to bring people so far.

Length of Slay. Most of the campers visited more than one park. Average length of stay in one park was 2.3 days, with 5.1 more days in other parks on the same trip. Some visitors mentioned considerable use of other lodgings, indicating that state park usage is a stimulus to occupation of commercial lodgings, such as motels, hotels, and resorts.

For example, 35 percent of the campers reported that they stayed in motels part of the time; 16.4 percent of the trailer campers used private trailer parks a part of the time. About 30 percent of the campers mentioned that they were also visiting friends and relatives on the trip.

Estimated Expenditures. Although it must be kept in mind that parks and recreation areas were not originally established for the purpose of returning a profit to the State or Nation, the fact cannot be overlooked that tourist expenditures do bring in sizeable revenues, not only to the governmental agency but to private industry. Good public parks and recreation areas stimulate travel, bring new buyers into the areas, promote manufacture and sales of recreational equipment and clothing. Property values in recreational areas incline upward, with resultant increased property tax revenue. Tax revenues of other kinds are also increased. In Washington, for example, state benefits from vacationers' payments of gasoline, sales, and amusement taxes are important sources of revenue.

Questionnaire returns indicated that average estimated expenditures were \$7.43 per person per day, or a total of \$27.14 per day per family. In multiplying this out, we found that, by their own estimates, tourist campers are spending more than  $7\frac{1}{2}$  million dollars per biennium during state parks camping trips, nearly three times as much as our biennial budget for parks during the biennium in which the survey was made. If we added day visitors' expenditures we found that expenditure of 40 to 50 million dollars was the almost unbelievable amount that state park visitors alone paid out to private business in the State.

As might be expected, Washington residents estimated that they spent less per person per day than campers from out of the State. Washington residents estimated expenditure of \$6.57 per person per day. Canadians spent the most, \$9.35, with many of them stating that they combined the camping trip with shopping in the States. Visitors from other States estimated their expenditures at \$8.61 per person per day.

What Influenced Choice of State Park. Nearly 40 percent of the campers said that they came to the state parks because they had been recommended by friends. Another 38 percent stated that they had enjoyed previous visits so much that they came back, many of them each year for several years.

As might be expected, the largest proportion of repeaters are Washington residents because of proximity and familiarity with what the area has to offer. Thirty-eight percent of the Washingtonians had been using the park campgrounds for more than five years. At the same time, 16 percent stated that they were camping for the first time in state parks; 14.4 percent for two years; 14.9 percent for three years.

A steady increase in use of Washington state parks by Canadian campers was noted, with 47.1 percent saying that they had come to

the park for the first time, as against 6.4 percent who had been coming more than five years, 14 percent for 3 years, and 21 percent for two.

Seventy-four percent of the campers from other States were visiting state parks for the first year, 7.7 percent for a second year, 6.1 percent for three, and 8.4 percent for more than five years.

Only a small percentage of persons learned about Washington state parks from sources not involving friends or previous visits. National articles and advertising, news stories, travel agencies, talks, and road signs, each exerted some small influence, but no one item was mentioned by more than 7 percent of the campers. Whether this indicates that these media are not as effective as sometimes pictured, or whether our State has been too lax in the use of some of these media, cannot be judged from the data available. Canadians did mention need for more information in Canada about Washington parks.

Most Important Consideration. The most important consideration given for deciding on the trip varied considerably according to places from which campers came. Most of the Washington campers stated that they took the trip especially to get to state parks. More than 50 percent so indicated.

Among visitors from other States, a tour of Washington State and visits to state parks naturally appeared to be secondary to travel "around the Northwest," "tour the West Coast," "trip to Canada." Nearly 30 percent of the Canadians, however, stated that they took the trip especially to visit this park, or this and other state parks.

What Visitors Like Most. One of the primary purposes of the questionnaire was to determine what our visitors "thought" about state parks. We wanted this information to guide our future planning. We gave ample opportunity for campers to record what impressed them most, what they liked least, and the improvements they would suggest. Their reactions were revealing and worth considerable thought to park planners.

"Pleasure of being out-of-doors" topped the list of what impressed visitors most about state parks, with 72 percent so indicating. Following, with high percentages, were "good, clean overnight camping facilities," "economy," "friendliness of other campers and camp personnel," "good place to bring the children," "scenery." Other items mentioned were swimming, fishing, clamming, proximity to home and place to launch a boat, but none of these mentioned as frequently as we had supposed they would be.

What Visitors Like Least. As expected, overcrowded camping conditions was a major criticism of our parks. We were glad that our visitors mentioned this item. We knew that our camp sites were overcrowded, but we had no composite expression of feeling from the campers themselves until they answered the questionnaire. About 30 percent of the campers pointed out overcrowded camping conditions.

Closely related to overcrowded camping was a second item, mentioned by 8.6 percent of the campers. They wanted more of a wilderness area in which to camp. Because of our overcrowding and lack of supervisory personnel, this request is almost impossible to fill at the present time.

Very few campers asked for more activities of a program nature. Only 5 percent said that they felt such activities were too limited in our state parks. Only one percent requested camp programs such as campfire sings, slides, nature talks, and hikes. Such programs are not customary in Washington state parks. This may explain why our campers do not expect them. In some of the other States, I know, these are important visitor attractions.

Actually the percentage of "likes" to "dislikes" was overwhelmingly favorable. We appear to be dealing with thousands of persons who have smiles on their faces, pleased with what they find in state parks. I think most of you have had the same reaction.

We had 44,769 favorable comments, only 5,581 unfavorable on the two sections in the questionnaire asking for this information. In addition, many campers went out of their way to write complimentary comments regarding facilities and personnel, both of which seemed to meet with general approval.

Improvements Desired. We do not, however, feel complacent about the expressed approval. We have a lot of work to do. For example, 30 percent of the campers made one or more suggestions for improvements in camp site facilities. All kinds of suggestions were made, some even contradictory. Some people wanted more trees at camp sites, some fewer. Campers asked for better water and rest room facilities and increase in number and type of facilities, all of which were related to overcrowded camping conditions.

A related problem was lack of wood. We are no longer able to supply free wood in all parks. Campers, particularly those who had been returning year after year, miss the wood pile. We are trying to alleviate the situation by supplying wood substitutes and by installation of metered stoves, but the campers miss the cheerful flames of a blazing campfire. Twelve percent told about it, and made some very good suggestions.

Small percentages of visitors also registered requests for improvements in roads, parking, and hiking trails. A few each wanted telephones, mail service, better lighting, different types of tables, stoves, cupboards; in fact, almost anything they had found and liked in other state parks throughout the country.

All of the requests seem to verify our experience that campers, generally speaking, like the comforts of home in camp areas. Showers, hot and cold water, covered kitchens, electric lights, laundry tubs, all "go over." (A Seattle newspaper cartoonist illustrated a feature on our survey last spring, putting in everything the campers had requested.

Needless to say, there was no room left for the tent. But the survey got

good notice, and the readers a good laugh.)

Trailer Campers. A word should be said about trailer campers. As trailers become more popular for vacation purposes, our parks are getting more trailer campers, with 9.2 percent of all our campers in 1956 in that category. We admit trailers in 26 parks, but in only seven of these are there special, modern, designated trailer areas, with sewage and electrical hook-ups. In other parks, trailer campers use regular individual camp sites or are grouped in a certain part of the overnight camping area.

The pattern of trailer campers did not differ materially from that of tent campers. Trailer campers appeared to take longer trips, and to stay a little longer. Like tent campers, they thought state park camping was too crowded, and they wanted more and better trailer areas.

What We are Doing About the Trend. We have been attempting to follow the lead of older and wiser state park departments by working out a long-range plan for Washington state parks. Our completed plan was adopted about a year ago by the Commission. We tried to base this plan on standards accepted by the best park authorities in the United States. We know, for example, that use of a camp site unit should be limited to four persons, four days a week, for a period of 10 weeks. The remainder of the time the area should rest. We found that 1956 Washington camp unit use was 3.93 persons 3.15 days a week for 10 weeks, almost to capacity.

During the summer of 1957, even with more camp sites, we know that camp site use has been even greater. Some parks have reported overcrowding of some areas almost to twice their capacity. We note with dismay the disappearance of grass in some of our areas. Twin Harbors, our only ocean park, reported 5,000 parties using the 175 sites during July, or an average use of 250 sites for each of 20 nights at the recommended four-day per week capacity. Sun Lakes in Central Washington reported 4,701 camp site parties in the same month. At Sun Lakes we have 150 camp sites. Average use, therefore, was 235 camp sites for each of the 20 nights at recommended capacity. This is too much.

In our long-range plan, we conservatively set park attendance by 1975 at 13,000,000. For these millions, we estimated that we would need 39,000 parking spaces to accommodate 156,000 cars, at 140 cars parked to an acre. We estimated that we would need 10,423 camp sites to accommodate the 1,950,000 campers. At the present time, we have only 2,447 camp sites to accommodate approximately 600,000 campers. We have a long way yet to go.

To reach these goals, we need substantial enlargement of some of our existing parks. Our plan calls for the development of 16 areas with park potential, already in our possession. The plan calls for at least 12 acquisitions in areas where no parks currently exist or where there are

insufficient park areas. These specific areas are outlined in the plan. We hope to go ahead on this basis, following the "trend" but not overrun it.

Every State has its particular charm. Many States have done much more with what they have in developing state parks than we have done in Washington State. But we have a great potential. As one of our jobs, we must preserve the charm of the wilderness. At the same time, we must provide enough creature conveniences to bring people back to the same places again and again. We must do more to prevent overcrowding. Our continuing problems, and I am sure that most of you here have them, too, are to get funds, enough know-how, and sufficient qualified personnel to keep this nation-wide camping trend from engulfing us in some of our own sand and water. We must learn to "see the forest through the trees," and find the best ways to get the job done. I hope we are on our way, and that a hundred years from now, those who come after us can still enjoy what we have preserved for their enjoyment.

### Public Land Recreation Policy

CHARLES P. MEAD, Assistant Director, Bureau of Land Management, United States Department of the Interior.

T IS A pleasure for me to have the opportunity to be here and speak before your 37th Annual Meeting of the National Conference on State Parks. You have honored the Bureau of Land Management and the Department of the Interior by your invitation. Director Woozley was sorry that the pressures of other duties would not allow him to attend. He has asked me to extend you his personal regards and best wishes for a successful meeting.

At your meeting last year at Grand Teton National Park, you will remember, Mr. Harold Hochmuth, the Bureau's Lands Staff Officer, discussed the general policies and programs for public land management and disposal. This afternoon I would like to tell you about a recently developed policy statement dealing with recreation land use on public lands under the jurisdiction of the Bureau of Land Management.

As you know, the Department of the Interior has been in the recreation business for a long time. This has chiefly been through the programs of the National Park Service. That agency's primary concern is with the management and administration of the National Park areas, furnishing recreation lands and facilities to meet a wide range of uses by many millions of people.

In recent years there has been a greatly increased interest in and need for public recreation areas and facilities. Under the stimulus of a rapidly growing population, a rising standard of living, and increased leisure time, more and more people are looking to the outdoors as a source of recreation for themselves and their families. As our large urban centers of population grow, more and more people are seeking recreation areas away from the din of city streets.

Then, too, we are becoming an increasingly mobile Nation. With over 50 million automobiles on the highways, approximately three out of every four American families now own a car. Add to this the results of the great new highway program which will link the areas of the Nation and increase travel by bus, plane, and train. All of these factors and more, portend an increasing emphasis on lands for recreational use.

The rising needs for recreation lands will take several forms. Lands will be sought for summer homes and cottages. When those lands are public lands, part of the demand will probably be met through the operation of the Bureau's small tract program—allowing individuals or groups to acquire areas up to five acres for such purposes. Other lands will be desired for picnic areas, camping sites, and places for hiking and horseback riding. Still other areas will be sought for hunting and fishing, and for both summer and winter sports, for canoeing and boating, for scientific study and hobbies, and for the appreciation of wilderness areas that preserve the primitive values of virgin lands.

This list of recreational uses for land suggests that even within this one type of land use—recreation—there may be important conflicts that will have to be resolved.

But, there will be other competing demands for land use, too. As the Nation grows in population and economic wealth there will be an increasing demand for the land and raw materials necessary for growth. There will be important conflicts between the use of certain lands for recreation and the development of those lands for other purposes. In many cases, dual or multiple use of the same land areas will be possible. In other instances, it may be necessary to exclude or modify one use in order to permit development for a higher use. Any program of land and resource management must take into account a balanced program of development, involving many economic and social factors and potentials for land use.

As the custodian of the remaining 440 million acres of unreserved public domain lands in the United States and Alaska, the Bureau of Land Management will continue to play an increasingly important role in the development of areas of the public lands for recreation use. Of course, not all of the lands that will be devoted in the future to recreation uses will be Federal lands. Some will be set aside by the States, some by local governments, and some by private citizens and organizations. Much of it will be lands now in private ownership.

We may also expect further development of public lands now reserved or used for recreation—such as the national parks, the national forests, and others. Two major programs, called "MISSION 66" and "Operation Outdoors," undertaken by the National Park Service and the Forest Service respectively, are now underway to accelerate the planning for and development of these areas for recreation purposes. The Bureau of Land Management is actively cooperating with both agencies in their programming and planning for land needs.

Within this context, then, and recognizing that recreation is but one of the important elements of a balanced program for public land management and disposition, what is the Bureau's policy toward the future of recreation on public lands? And how does that policy specifically relate to State and local programs for the development of recreation lands and facilities?

First, we believe that the foundation upon which future programs must be based is a comprehensive inventory of the Nation's current recreation needs and those future needs that can be measured and described with reasonable accuracy. Because of the wide variety of specific recreation developments—all the way from an urban play yard through city parks and golf courses, to State and National Parks and recreation facilities—the task of inventorying recreation needs must be a job shared by all levels of Government and by private industries, organizations, and individuals who will participate in the programming and planning of area developments.

Briefly, the Bureau's recreation policy operates under the land classification provisions of Section 7 of the Taylor Grazing Act. This part of the law provides the mechanism for classifying public lands prior to their disposal, for their highest and most suitable use. Providing the highest use classification so permits, and as an element of its recreation policy, the Bureau will endeavor to give higher preference to the satisfaction of national, state, and local needs for public recreation lands by recognizing applications for such lands as having a higher priority than certain competing applications.

In providing public lands for public recreational use, the Bureau will cooperate with national, state, and local efforts, both public and private. Bureau policy is directed toward two primary categories of recreation land use. The first of these deals with recreation on broad general areas of the public lands where recreation is diffused over relatively large areas. In such areas recreation is generally only one of several uses for the lands.

An example of such extensive public recreational use would be the free access to Federal rangelands for hunting and fishing. The availability of these lands for hunting and fishing by the public is specifically provided for in the Taylor Grazing Act. This kind of recreation on public lands can seldom be pinpointed on a map. There are large areas involved, with few locations of concentrated use. Because of this fact, it may be many years before any need develops for providing specific recreational area developments and facilities.

The second large category of recreation lands includes those areas subject to *intensive* recreational use. This would include sites having some specific physical, locational, or historical attribute, including areas used *intensively* for hunting and fishing.

It is these areas that are now being used intensively—or areas having

such potential use—with which we are chiefly concerned.

Suitable sites having important multiple-use values which should be retained in Federal ownership under Bureau administration generally will be made available to state or local agencies by lease or permit.

The establishment of suitable public recreation areas, the use and significance of which relates to state or local use and enjoyment, is ordinarily the responsibility of the State and local government agency. In order to meet local needs, State and local agencies are encouraged to take timely action in filing applications to lease or purchase public lands for public recreation purposes. As you know the principle method by which States, local government and nonprofit organizations may make application to lease or purchase lands for use as recreation areas or for other public purposes is under the provisions of the Recreation and Public Purposes Act of 1926, as it was amended and broadened in 1954.

In its investigations of public lands the Bureau will give appropriate consideration to recreational values, either present or potential, in making land classification. Special attention will be given to the possible recreational value of public lands in three categories: (1) Ocean coastland frontage and adjacent lands providing access to them; (2) frontage on inland waters and the lands that provide access to them, with particular emphasis on lands presently used for public recreation purposes; and (3), other public lands of manifest recreational or key access value.

In investigations leading to the classification and opening or reservation of public lands not involved in state exchange or prior state indemnity applications, vacant public lands identified as having significant present or future value for public recreation use, or lands that provide valuable access to such areas, will receive special attention. Upon the completion of such investigations the information developed will be given to appropriate State or local government agencies and to the National Park Service. These agencies will be asked for an indication of their interest in the lands and recommendations for their future use and management.

If a Federal, state, or local agency demonstrates an interest in developing the lands for public recreation purposes the lands may be classified for lease or sale under the Recreation and Public Purposes Act. Final disposition would, of course, depend upon the development of a planned program for the area. If the lands are believed to be proper for recreation purposes, but no application has been filed for them, the lands may be classified as recreation potential under the Taylor Grazing Act and therefore proper for sale or lease when an application is filed and a definite project proposed.

When lands have been classified as suitable for development as public recreation sites, applications for such lands will be given priority over competing applications. Such a program, we feel, will assure full and timely development of those areas having distinctive qualities favoring recreation use.

Two land areas under the jurisdiction of the Bureau of Land Management deserve special mention. The first of these is the so-called O&C forest lands in western Oregon. The Recreation and Public Purposes Act and the classification-for-disposal provisions of the Taylor Grazing Act do not apply to these lands. The Bureau does, however, have specific legal authority to provide certain recreational facilities on these lands. A program designed to meet these needs is being worked out in cooperation with the counties involved. As in the case of other public lands, the Bureau will endeavor to encourage appropriate state and local agencies to develop local recreation areas through lease or special land-use permits when consistent with forest management practices.

In recognition of the necessity for inventorying public land recreation needs, the Bureau is now engaged in a study and inventory of recreation needs on the O&C lands.

In this area of rich timber values, containing some of the West's most beautiful timberland scenery, we are making a study of the recreational needs and uses of the lands. We will attempt to answer at least two important questions by our study. First, we will want to know what lands are now suitable for and being used as sources of recreation—as campsites, as picnic areas, or so on. We have a few campgrounds in there now. Second, we will want to know what the probable demand will be upon those lands and other areas of demonstrated recreational value during the predictable future.

A similar program is underway in Alaska, in which BLM is developing campsites and roadside areas for public use. This program was authorized by a 1956 law which provided for the development of certain recreation areas in the Territory and authorizing the subsequent transfer of title to such lands to the Territory upon their request. The Territory will be encouraged to maintain improved sites pending such transfer.

We in the Bureau of Land Management are firmly convinced that there are areas of the vacant public domain which are chiefly valuable for recreation use. As a potential use for public lands, all other things being equal, recreation is no less important than other uses.

Because of the fact that no single land use has in and of itself, a preemptive dominance over other uses, the final determination of the land use pattern must be a continuing process. Each case must be decided on its own merits. Each use must be balanced with the other actual or potential uses. We must look again to the idea of a balanced land program. For if the Bureau is to meet its assigned responsibility to classify lands for their highest use, it must weigh all the competing demands for land use, including all the various types of recreational use along with

forestry, grazing, mineral development, or private land tenure.

In some cases the answer will be multiple-use development, whereby lands are used and developed for more than one purpose concurrently. In other cases compromise will be necessary by adjusting land areas, period of use, or types of development. And in other instances decision must be made against a single purpose in favor of classification for a higher or more balanced use.

In all of these operations the Bureau will cooperate with State, Federal, and local governments to process applications expeditiously to permit such agencies to purchase annually up to the maximum acreage

permitted by law.

The key elements of this program, then, involve three things: first, a comprehensive study and inventory of public recreation needs; second, the development of action programs for specific areas designed to meet those needs; and third, the filing of timely applications for available public lands. The Bureau of Land Management will cooperate with such programs in every possible way, continually seeking to provide a balanced program for the conservation, development, and management of the Nation's public lands and their resources.

EDITOR'S NOTE: The Bureau of Land Management Recreation Land-Use Policy Statement, was subsequently approved by the Secretary of the Interior on April 16, 1958.

#### Roll Call of the States

Alabama. James L. Segrest, Chief, Division of State Parks reported: A turbulent session of the Alabama Legislature has just ended. The Legislature adjourned *sine die* on Friday, September 13. This is the last regular session of the Legislature during the present Administration.

When the General Appropriation Bill was first prepared the State Parks Fund was conspicuous by its absence. No general fund money was set up for the Parks Division compared with the customary procedure of a biennial appropriation. This was most alarming as the only alternative seemed to be to lease Alabama's parks or to close them. After many conferences with the Administration forces, the Chairmen and Vice Chairmen of the House Ways and Means and the Senate Finance and Taxation Committees, the State Parks were included in the General Appropriation Bill to receive \$150,000 for each of the next two years. This Bill was passed. In addition to this amount the anticipated revenue from operation of park facilities will amount to \$180,000 per year, making a total of \$330,000 available per year for operation and maintenance. No funds were allocated for capital improvements. However, the State Parks Division receives an average of \$100,000 annually in royalties from sand and gravel sold from the State's public water bottoms. The revenue from this source can be used over and above the established budget and it is planned that it will be spent on capital improvements during each of the next two years.

The 1955 Legislature made a conditional appropriation of \$200,000 to the State Parks Fund for this fiscal year, but due to a legal technicality none of this money could be spent until the present Legislature clarified this matter by passing a Bill in late August authorizing its expenditure. This money has now been encumbered for the purchase of materials for major deferred maintenance work, replacement equipment and \$150,000 for capital improvements. This means that the projects undertaken this late in the year will not be completed until next year. This \$200,000 together with the aforementioned \$100,000 from sand and gravel will permit many improvements such as erecting six new concession buildings, three bathhouses, a boat harbor, two fishing piers, additional picnic areas, and the installation of Propane Gas systems on two reservations. During the current fiscal year \$355,000 was spent on

operation and maintenance.

Attendance at the Alabama State Parks for the current year is estimated at 2,800,000 persons. Approximately 518,879 fish weighing 166,139 pounds were caught by 141,570 fishermen during this year from the 16 public fishing lakes operated by the State Parks Division.

Recently a sizeable portion of one of the larger park areas was leased to a private corporation for development. The leased area includes approximately one mile of beach frontage on Alabama's Gulf Coast. The agreement provides that the corporation must spend \$150,000 in

permanent improvements during the next five years. In order to protect his investment it is reasonable to believe that the lessee will spend from one to two million dollars in the development of this leased property within the next several years. Since it is becoming more difficult each legislative session to obtain funds for capital improvements it appears that there is no alternative other than to lease to private enterprise some of the undeveloped land comprising the Alabama State Parks System. It may well be the trend in the near future to enter into this type development program. Several similar proposals are now being entertained. It is felt that the State is protected adequately in this venture by the fact that it is the controlling agency as the contract provides that the State must approve all development plans including

the master plans.

By an Act of Congress approved by President Eisenhower on July 25, 1956, the Horseshoe Bend Battle Ground was designated a National Military Park. This Act provided that the lands to be included within this area were to be acquired and transferred free and clear of all encumbrances to the United States without expense to the Federal Government. Representatives of the National Park Service made a survey and study of this proposed project and established the boundary line for this reservation which includes 2,040 acres. The Alabama Power Company owns about one-fourth of this acreage and will donate its property for this purpose. The Alabama State Legislature has just appropriated \$150,000 to the Department of Conservation for the purpose of acquiring the additional land to be included in this reservation. Steps are now being taken to acquire all the land requested by the National Park Service. It is felt that title to this property can be conveyed to this Agency in the next few months. Needless to say, Alabama is deeply pleased to have an area within its bounds administered by the National Park Service.

In conclusion, considering the circumstances that exist in the deep South today, it is felt that the State Parks System was more fortunate than at first anticipated in the outcome of legislative action and that the State Parks of Alabama can now be administered for another two

years at least on the same level as in the past.

California. Earl P. Hanson, Deputy Chief, Division of Beaches and

Parks, reported:

The great interest of the 1957 Legislature in California's growing State Park System was evidenced through continued support in the form of appropriations amounting to \$22,000,000. Nearly all of the projects are within the purview of the Five Year Master Plan adopted by the State Park Commission in 1956. To finance this program, the Legislature raised the ceiling on moneys accruing to the Division from oil drilling on State-owned tidelands from \$7,000,000 to \$12,000,000 annually. Governor Goodwin J. Knight approved most of the legislative appropriations, including the \$12,000,000 annual financing program.

The operational budget of the Division of Beaches and Parks, of nearly \$6,000,000, provides for important personnel additions. The most significant is that of an Information Officer to direct the Division's publications and press program. Specialists in forestry, natural history, engineering and construction, and aquatic recreation have been assigned to the six geographic districts of the State in accordance with specific needs. Our construction budget provides \$1,500,000 for new facilities.

The Division of Beaches and Parks has embarked on a program of reservoir recreation by assuming jurisdiction from the Federal government of the Folsom Lake Reservoir and its afterbay, Lake Natoma. It is relevant that as much money has been provided for the extension and development of Folsom Lake State Park as was appropriated for the support of the entire Division in 1950. The Division is also in process of accepting jurisdiction of the Millerton Lake National Recreational Area from the National Park Service and the U.S. Bureau of Reclamation. About twenty additional reservoir projects have been studied by the Division and their operation as state parks will be considered by the State Park Commission on the basis of the relative worth of each. particularly in view of the limited state funds available. Although \$2,500,000 has been appropriated for reservoir recreation purposes. the Division's experience at Folsom Lake encourages us to believe that this amount is sufficient only for the expansion and development of a single reservoir area.

Five roadside rest areas are in process of construction at this time, part of a \$450,000 program approved by the 1956 Legislature. Other legislation provides for two additional State Park Commissioners and proposes that the seven Commission members be selected with a view

toward geographic area representation.

The Legislature also asked that the State administration study the organization, operation and development of the Division of Beaches and Parks, including provisions of the existing codes under which the Park Commission, the Department of Natural Resources and the Division of Beaches and Parks operate. In this study, now nearly completed, consideration is being given to decentralization to the District offices of some of the Division's technical services. To effect a pilot program of decentralized development planning, a staff of landscape architects and civil engineers is assigned to one of the six districts.

The most important current acquisition project involves a gift by the Hearst Corporation of the buildings, grounds and furnishings of the San Simeon Estate, including the fabulous Hearst Castle, as a memorial to the late William Randolph Hearst and his mother, the late Phoebe Apperson Hearst. \$256,000 was provided for developments that will permit the public to view this magnificent exhibit shortly after the State takes title, which is expected to be during the summer of 1958. A visit to this Castle will be one of the highlights of the 1959 meeting of the National Conference on State Parks in California.

In cooperation with local park administrators, we have been successful in getting Sacramento State College to consider the establishment of an upper division curriculum in Park Management, with appropriate counseling, for those who would prepare for this course through lower division work at Sacramento State or other colleges. This is a long forward step toward providing for college training in the specifics of park management and administration.

Information about the current status of the California State Park System is available through the Division's house publication, *News and Views*. Agencies may be placed on the mailing list upon their request.

Colorado. David M. Abbott, Director of Parks, Department of Parks

and Recreation for the City and County of Denver, reported:

Colorado can report progress—even though it does not yet have any state park areas nor any of the appurtenant facilities such as other States report. The 1937 Colorado Legislature provided for the establishment of a state park board comprising the same personnel, ex officio, as were appointed to the State Land Board. However, no appropriations were ever made to it for state parks, either for land or improvements. The 1955 Legislature amended the 1937 law by providing for a Board of Seven members, five of whom were heads of existing state agencies, and two lay persons, one each to represent business and labor. A small appropriation was made to employ a director for one year, but no such funds were appropriated for the past year—thus nothing was accomplished. A joint committee representing many groups, drafted proposed amendments to the existing law which were subsequently adopted by the 1957 Legislature. They called for the appointment by the Governor of a Board of seven electors, one from each of the four Congressional Districts and three to serve at large. The original appointments were to be made on a two-year staggered basis up to six years and thereafter for six-year terms.

The law was further amended to simplify the mandates to and duties of the Board. An appropriation was made for the employment of a trained and experienced Director; for the development of some highway wayside parks; and, to inventory existing recreation facilities of the State and prepare a long-range program for the development of a state park system to supplement the extensive National Park and National Forest facilities within the State of Colorado. The new law authorizes the Board to promote recreation consultant services to communities.

Every effort will be made to utilize lands now under the control of state agencies and other subdivisions of government, where such are adaptable by character or location for inclusion in the state park and recreation area pattern.

The new State Park and Recreation Board has been functioning for less than three months, but it has adopted some definite policies and procedures. Specifications have been established for the position of Director, and applications are now being received by the State Civil Service Commission for such position. Thus, it is expected that as soon as a qualified administrative officer is appointed, Colorado will begin making some real progress in the planning and subsequent development of a good State Park System.

EDITOR'S NOTE.—Since this report was made, Harold W. Lathrop has been appointed Director of Parks and Recreation. Mr. Lathrop served twelve years as Director of State Parks in Minnesota, 11 years on the Minneapolis Park Board and for some years has been Special Representative of the National Recreation Association for eighteen Western States. Mr. Lathrop is a life member of the Board of Directors of the National Conference on State Parks, and a former President.

Connecticut. Elliott P. Bronson, Superintendent of State Parks, reported:

During this past season, Connecticut had the largest park attendance in its history. Over 4,000,000 people used the parks; ten percent of these were campers.

Sherwood Island State Park, which was the first one acquired by the Connecticut Park Commission (1914), now has a new and delightful beach constructed by the Beach Erosion Control Board of the State Water Resources Commission of the State of Connecticut and the U. S. Army Engineers at a cost of \$512,755, of which the Federal Government will pay one-third. This park of 214 acres originally cost the State of Connecticut about one million dollars and is now undergoing major development. In addition to the new beach, a large parking area is being created and a \$60,000 self-service bathhouse is being installed. The State Highway Department has built a two-lane connector from the Connecticut Turnpike into the park and it is expected that the park visitor attendance will treble here in the next two years.

At Harkness Memorial State Park in the area maintained for handicapped people, a new combination recreation dining-hall and pavilion has been constructed and was in operation this summer. From an administrative standpoint this was a major accomplishment and it is no longer necessary to use an ancient fire trap for these purposes.

At Hammonasset Beach State Park, which is the largest shore park in Connecticut and which had a Beach Erosion Control Program effected in 1955, a new self-service bathhouse (cost \$100,000) is in progress, replacing buildings that were constructed in 1920 and still in use in 1957.

During the past year a new park dedicated to the late Commissioner George C. Waldo was acquired containing 150 acres. Commissioner Waldo was a member of the Park and Forest Commission from 1939 until his death October 1956 and was Chairman for seven years.

Another major addition was the gift of Wolf Den Farm, so called, of 131 acres which joins Wolf Den State Park scene of the historical efforts of Israel Putnam to subdue the last of "Connecticut's varmints."

To date there are (71) Connecticut State Parks with 20,928 acres.

No new acquisition money was made available by this present General Assembly. Through one of those *rare* legislative mixups, one million dollars, which was intended for the purchase of the last available shore park in Connecticut (Bluff Point), was not appropriated. Every effort will be made to have this money appropriated in the near future in order to acquire this last undeveloped section of the Connecticut coastline consisting of some six miles of beach.

Like everybody else on the Eastern seacoast, we have had a hot, busy and overcrowded season. Adequate seasonal personnel was very difficult to obtain, particularly the (100) lifeguards needed, but everybody else in Connecticut managed to get by and from now until next

season can settle down to "being the land of steady habits."

Florida. Emmet L. Hill, Director Florida Park Service, reported: The Florida Board of Parks and Historic Memorials is pleased to report continued progress in its program of development and public service in its State Parks and Historic Memorials.

The past year has brought many improvements to 26 of our areas. Approximately 40 major structures have been built. Most noteworthy of those structures are two new Refreshment Buildings and two Museums. Picnic Facilities, Camping and Water Systems were expanded. Several Boat Launching Ramps were constructed. Renovation of our older buildings continued and considerable maintenance equipment was purchased.

The personnel of the Park Service was placed under the Florida Merit System. Each job was classified. A salary schedule for each job was set in six steps. The employee is now reasonably assured of an adequate wage and job security as long as his conduct and job per-

formance are satisfactory.

The highlight of the year was the biennial session of the State Legislature. The Legislators were friendly, sympathetic to our requests, and increased our appropriations over the last biennium. The appropriation for Expense was increased by 45 percent and Building Program appropriation increased by 95 percent.

Counties are beginning to realize the value of State Parks. We will receive \$50,000 in matching funds, giving us a total of \$1,068,000 for

building construction in 30 areas.

We were also authorized to employ 39 new personnel. Attendance at our Parks increased 160,000 persons this year. Public acceptance has been good. Revenues have increased.

Our work load for the future is heavy, but we are happy to accept it as long as we can progress, develop and serve our patrons.

Illinois. William R. Allen, Superintendent, Division of Parks and Memorials, reported:

Illinois Parks (44) and Memorials (29) had an attendance of 10,126,163 persons during 1956. The areas contain more than 40,000 acres of parks

and recreational sites including 1,759 acres acquired during the year. During the year there were eighty-five thousand tent campers and a total of more than 32,000 nights spent in the eight group camps.

There were more than 50 concessions operated in the various areas. Most of the concessions were refreshment stands; however, there are four lodges having sleeping and dining facilities as well as several boat concessions, horseback riding and other concessions. The State received \$126,495.12 from concessionaires who operate the facilities.

Admission fees were charged in seven of the parks, bringing in \$87,837. Direct cost of collecting the fees amounted to almost \$30,000. The money received from admission fees, concession contracts and group camping is deposited in the State Park Fund and appropriations are made from it for the construction of permanent improvements.

During the year 1956 Illinois spent \$1,639,541 for normal operation and maintenance of parks and \$614,369 for land and improvements. Most of the money spent came from general revenue funds raised by taxation. About \$180,000 came from the State Park Fund.

In the past 4 years there has been an admission fee of 10 cents per car and 10 cents for each person over 12 years old. However, the fee was charged in only 7 parks. Under legislation recently enacted there will be a \$2 sticker system applicable to all parks of more than 100 acres. Those who wish may pay 10 cents per person and 10 cents per car.

One of the major projects being planned is a 112 room lodge at Illinois Beach State Park. There will be 3 bath houses along the beach. The total cost of this development will exceed \$2,665,000. Improvements in other parks will cost a total of about \$540,000. There is a total appropriation of \$7,635,360 for the next two years.

Indiana. K. R. Cougill, Director, Division of State Parks, reported: The 1956-57 fiscal year is marked as a significant year, in terms of attendance and income, with an all-time high of 2,093,269 paid admissions to the Indiana State Parks. Added to the paid admissions to the parks are the paid admissions to the State Memorials and free admission of children under eight years of age which make a total of 2,585,083 visitors to the state properties under the administration of this Division.

The all-time record of \$1,053,559.82 in earned income marks the third time the earned income has exceeded one million dollars. Of the total earned receipts, 30 percent (\$324,749.03) came from gate and automobile admissions. Although pluralities in numbers are impressive, the true significance of these record-breaking attendances is in the fact that more people are being served. Population increases expected by the United States Census Bureau indicate that by 1970 Indiana's population will be 5,715,000 people, an increase of 45 percent over the 1950 census. These facts speak for themselves.

The 1956-57 fiscal year is further marked as a significant year because the 1957 General Assembly did not appropriate funds for the

operations and maintenance of the State Memorials. The principal source of revenue to defray the operation and maintenance costs of the State Memorials as well as the State Parks will therefore, for the first time in history, come entirely from the revenues from the State Parks for the 1957–1959 Biennium.

In order partially to off-set the lack of appropriations, the Conservation Commission approved an increase in the state park admission fees from the present 12 cents per person over 8 years of age and 10 cents per vehicle to 15 cents per person over 12 years of age and 15 cents per vehicle. The admission to the State Memorials was also increased to 25 cents for each person over 12 years of age. The effective date of the

increased fees was August 5, 1957.

Expenditures for the fiscal year, which ended on June 30, 1957, amounted to \$1,483,675.49. Of this amount, \$2,529.25 was spent for land, \$441,460.88 for improvements, and \$1,039,685.36 for operation and maintenance. Revenue, in the amount of \$1,053,559.82, exceeded our costs for operation and maintenance by approximately \$13,800. Once again, the Indiana State Parks earned sufficient revenue to defray all costs for operation and maintenance.

During the fiscal year ending June 30, 1957, in addition to the usual maintenance and operation of the properties, the following major construction was accomplished; involving expenditures of over \$440,000.

An earthen dam and concrete spillway, which will impound a lake of 230 acres, were completed at Versailles. Also, at Versailles, work commenced on a new road and a bridge to the public beach, where construction of a bathhouse-concession building was started.

At Potawatomi Inn, a structure which was used formerly as a garage and then as an employees' quarters, was converted into ten motel-type units to accommodate additional Inn guests. These units, which are

air conditioned, were completed for use on May 27, 1957.

The Chain O' Lakes State Park Project progressed further, when an Act was passed by the 1957 General Assembly officially establishing this new State Park as Chain O' Lake State Park, and appropriating \$10,000 to be used to continue the purchase of additional land. The Joint County Park Board has accepted title to nearly 1,000 acres of the proposed 2,700 acre project. Additional land will be purchased as funds become available.

At Whitewater State Park, work was nearly completed on a service building, and a new gatehouse was completed. Several new row boats, new picnic tables and picnic grills were put into use at Whitewater, as well as in other properties. At Shades State Park, funds were allocated for the extension of the water lines and the construction of a modern rest room in the picnic area.

New diving piers were constructed at both Bass Lake and Scales Lake State Beaches, respectively. Also at Scales Lake, an implement shed is scheduled for construction. General development plans for a new campground are being prepared for Bass Lake, where 12 acres of addi-

tional lake front property has been purchased.

At Cataract Lake State Recreation Area, construction is well under way on a shelter, with a concession in one end. The new bathhouse at Cataract Lake was placed in operation this summer for the first time. A launching ramp, for boating enthusiasts, has been designed for this property. General development plans for a new campground were also prepared for this property.

Other capital-improvement projects include: continued development of Wildlife Exhibit at Brown County State Park, initial use of the newly completed bathhouse and concession at Lincoln State Park, remodeling of four buildings at Shakamak into modern family cabins, and road-

resurfacing work in many of the parks.

The Great Lakes Park Training Institute, again held at Pokagon State Park, was attended by over 200 park and recreation personnel from the United States and Canada. This Institute is conducted by Indiana University and sponsored by several park departments in the great lakes region as well as the National Conference on State Parks and other park and recreation organizations.

In order to continue highest possible standards of lifeguard service, our in-service training program was extended to include a pre-service examination and training program for all Indiana State Park lifeguards

and waterfront personnel.

# EXPENDITURES, EARNED REVENUE, IMPROVEMENTS LAND, AND COSTS FOR OPERATION AND MAINTENANCE 1956–1957

Total Expenditures	\$1,483,675.49
Land\$ 2,529.25	
Improvements, etc	
Other Improvements from Rotary. 120,000.00 (est)	
Post War Fund Improvements 182,681.99	
Total Capital Investments 443,990.13	443,990.13
Total for Operation and Maintenance	\$1,039,685.36
Revenue Earned from Operations	
Estimated Excess of Revenue	13,874.46
Estimated Percent of Self-Support	

Iowa. Wilbur A. Rush, Chief Division of Lands and Waters, Iowa

State Conservation Commission, reported:

In making the report for Iowa there are a few points I wish to bring out about our State that should be mentioned to show the relative position of Iowa in comparison to other States in the Union. Iowa is not large either in total area, total population or total wealth. It is the smallest State west of the Mississippi River and ranks only 24th in the Nation in size and 35th in water area. Our total population is only

slightly more than  $2\frac{1}{2}$  million and we rank only 22nd nationally in this respect. Likewise, we rank only 29th in expendable income in the Nation. Our State is the most intensely farmed area of the world and even our neighboring agricultural States of Illinois and Indiana are veritable forest lands as compared to Iowa which has less than 3 percent of its area in woodlands. We have the lowest percentage of Federally owned lands of any State in the Union, thus placing the burden for supplying recreational areas almost entirely on the State and her counties and cities. These facts should be kept in mind as I mention attendance

figures, appropriations and water recreation.

For the second year in succession park attendance in Iowa will exceed 6 million visitors. Indications are that the 1957 total will be approximately 9 percent increase over 1956. This is about the same rate of increase we have been experiencing in Iowa for the past several years. Camping, on the other hand, seems to be increasing at a more rapid rate. Our records show about 26 percent increase over 1956 and about 400 percent increase over 1950. Cabin and group camp use has remained static for the past several years principally because no new cabin units have been added to our system. As a general rule, all of our park cabins are well filled throughout our limited vacation season and group camp facilities are used to capacity.

Iowa has not been overlooked in the national trend toward water sports and boating. 15,000 new motor boats were registered with the Conservation Commission this year. Although Iowa ranks only 35th in water area, it ranked 19th in the Nation in the sale of outboard motors. This is a drop from 9th place the year before, but it represents no decrease in the number of motors sold. It only indicates that the development of water areas in other States has created a more rapid increase in

boat and motor sales elsewhere.

An important factor in the popularity of boating in Iowa is the stabilization of the Missouri River by the flood control program of the Corps of Engineers. This program has created several reservoirs within easy travel distance from our western border and has stabilized the

river for safer boating along our western boundary.

While there have been benefits from the stabilization of the river it has also created some serious problems. The prevention of floods and the reduction of river stages has caused lower ground water tables and decreased water levels in the Ox-bow lakes in the Missouri Valley. This has become so serious that it was necessary to divert a stream by means of a dam and connecting 48 inch concrete tube 7,000 feet long to provide a water supply for Lake Manawa, one of our most popular areas. Many difficulties had to be overcome to build this tube such as crossing an airport, tunneling under 2 major railroads, 3 pipelines, a transcontinental telephone line and a major state highway and cutting through a lakeside subdivision along with the usual problems attendant to construction of this type. I am happy to report that thus far the diversion

structure has operated successfully and the once nearly dry Lake Manawa area has again been revived. However, we face similar low water problems on several other lakes in the Missouri Valley without any

readily available auxiliary water supply.

On October 13 the Iowa Conservation Commission will dedicate its newest state park and artificial lake to be known as Viking Lake State Park. This will be our 89th state park and the 25th artificial lake. The dam for this 150 acre lake in a 950 acre park was completed this past spring and access roads and parking areas have been graded and surfaced and a beach area graded and sanded. Construction of a new residence and service building is now in progress.

Another major construction job nearing completion is the reconstruction of Lake Macbride State Park. This work is being done by the Corps of Engineers as remedial works in connection with the construction of Coralville Reservoir on the Iowa River near Iowa City. It has been necessary to raise the dam of Lake Macbride 29 feet creating a lake 6 times its original size and to relocate nearly all the park facilities on higher ground to prevent flooding by the pool created by the Coral-

ville Dam. This project is scheduled for completion this year.

In addition to these larger projects we have also completed many smaller ones such as a new road in Nine Eagles State Park, many new toilet buildings with our new fiberglass type of roof and new water treatment plants at Green Valley State Park and Lake of Three Fires. Wherever possible we are now turning to treatment of surface water for drinking water because we encounter fewer problems than with wells. Several hundred new picnic tables and steel charcoal fireplaces were made and distributed and camping areas and picnic areas have been enlarged and improved in an effort to meet increasing crowds.

Quite important to our program of adding smaller facilities to our areas is our prison labor program. This is only the second year for this program in Iowa, but we have worked out a schedule of winter work making tables, signs and prefab buildings for areas over the entire State. During good weather the men are kept busy on larger projects in three principal areas where camps are located making necessary park improvements to those areas. A new camp will be opened in Palisades-

Kepler State Park about October 1.

In an effort to reduce operating costs and at the same time produce additional income we hope to change the cooking habits of our patrons from the wood fire to the charcoal broiler. Taking advantage of the present trend to outdoor cookery with charcoal we expect to produce our own charcoal and sell it through park concessions. A pilot charcoal plant has been erected in one of our state forest areas and charcoal was offered for sale at 5 state parks this year.

In order, better to serve the public in our two major lake resort areas, we have put into operation short-wave radio stations at Lake Okoboji and Clear Lake. Each area is serviced with a base station and mobile

units in park vehicles, lake patrol boats and the Commission airplane. Although the primary reason for acquiring the radios in each area was to provide better law enforcement on the lake, they have proved to be a boon to the park men in providing better service in the several scattered areas in each locality.

Appropriations for maintenance voted by the Legislature which met early this year remained the same as last year which was \$550,000 of which \$75,000 was earmarked for rehabilitation of prison inmates. A capital improvement bill for \$1,500,000 passed both houses of the Legislature only to be vetoed by the Governor. Another bill considered of major importance to us which was vetoed would have permitted the Conservation Commission to employ a full-time attorney as legal counsel for the department. Aside from our appropriations the most important piece of legislation passed was a bill eliminating roads adjacent to parks from the park road system and returning these roads to the counties for maintenance.

A year ago I reported to this group on the enactment of the County Park Law in Iowa and the establishment of 3 county park boards. This year I am happy to report that 13 additional counties have created county park boards, bringing the total in the State to 16. These new park boards will add a great deal to the Recreational Resources of the State of Iowa.

Kentucky. Mrs. Violet Kilgore, Director of State Parks, reported:

In Kentucky, the outstanding project for the year 1956-57, has been the three to four million dollar bond issue. In preparation for this venture, the feasibility report on the parks and shrines was made by the Hammer Company with Charles Graves as consultant. After a year's study, work, and planning, that really began at the National Park Meeting last year, we are now in the process of selling our bonds.

Construction on cottages, swimming pools, and camping areas will be started at once. Along with the bond issue, another park program is on the way. That is the establishment of eight new parks and the expansion of two existing ones. This grew out of the report of the Action Program for Eastern Kentucky. This program will be spear-headed by money raised locally and funds backed by a direct appropriation from the State Legislature. This could not be included in the bond issue as it was not recommended as a project from the standpoint of feasibility. It is recommended as an item of development for tourism in Eastern Kentucky. If this program is added to the bond issue, there will be a State Park or recreational area within 60 miles of every Kentuckian.

At the Breaks of the Sandy, an Interstate park of Virginia and Kentucky, much development has begun. We are in the process of constructing a superintendent's house and maintenance building. A water plant has been established, as well as roads throughout the area. There is a lodge building under construction containing a concession and dining room and picnic areas have been developed through the park area.

A swimming pool at Levi Jackson and an 18-hole golf course at Lincoln Homestead are in the process of being built. In both cases, the local citizens raised part of the money for the local projects. Camping

areas in all parks are to be improved, also.

In preparation for an enlarged operation, we have completely renovated our fiscal control. This has been done by the installation of an accrual system of accounts following the recommendation of Harworth and Harworth, made during 1955–56. At the end of every week, we get a daily report from all operations with a profit and loss statement received at the end of each month.

We estimate that we have had 5 million visitors in the Parks with approximately \$500,000,000 worth of tourist money being spent in Kentucky. With a \$225,000 operating budget, our estimated gross receipts for this year will be \$2,150,000, \$100,000 of that was pulled out of the operating budget for capital improvements. Among our expenditures were:

10.	
	The swimming pool at Levi Jackson\$35,000
2.	New front desk machines\$10,000
3.	New boat dock at Kentucky Lake State
	Park
4.	Enlargement of existing boat dock at
	Dewey Lake State Park\$ 5,000
5.	New buildings at Cumberland Falls State
	Park\$10,000
6.	New gift shop operations\$10,000
7.	New shelter houses \$ 5,000
8.	Air conditioning \$12,000

We have had the biggest and best year in Kentucky Park history from the standpoint of attendance, use of parks, gross receipts, and profits.

The future of State Parks of Kentucky, as in most States, looks bright. People are becoming more state park conscious every year, which means that future expansion will be necessary to accommodate the increased number of visitors.

Otter Creek Park, Louisville. Clinton G. Johnson, Director, reported:

Otter Creek Park had a good year with attendance 25 percent above last year. Our budget was slightly less than for 1956, but we were given \$7,500 for new shelter and toilets. Thanks to the fact that our senior foreman, Alvin Wichser, is an architectural engineer, the design of the buildings is fine and we were able to keep cost low.

We had two school camps in the spring—I believe the first in Kentucky—and they were a great success.

All forms of camping are on the increase and in October we will have a boy scout jamboree—750 boys and men.

Our foot trails are getting good use and the wild life that can be seen from them is increasing.

1957-58 Budget, \$42,450.

Maine. Clyde Manwell, reported:

The expansion and improvement of Maine's State Parks and Memorials are being continued with a \$264,000 capital appropriation for biennium. Emphasis is being placed on providing additional tent camping facilities to meet this rapidly expanding problem. Also, certain fundamental problems at several of our historic sites are scheduled for correction.

There has been considerable public response to the Commission's plan for acquiring additional parks in Maine. Several encouraging prospects are in the wind, involving gifts of lands including the possibility of a park in the Moosehead region. A small area of scenic coastal headland in southern Maine has been acquired from the General Services Administration for park purposes, and the remains of Fort Pownall, constructed in 1759 in the Penobscot Bay region is being acquired as a historic site.

A substantial factor involving park operations has been the recent salary increases granted by the legislature, one of several such moves in recent years to bring salaries into line with job classifications. Incidently, Maine's park employees have been under civil service and the

merit system for quite some time.

Interpretation is receiving more emphasis each year. Considerable interest in Fort Popham State Memorial was stimulated by the 350th anniversary celebration of shipbuilding in America and the Popham Colony settlement of 1607. Fort Knox State Park has been improved by the addition of narrative texts throughout the area along with guide services.

Several new nature trails have been developed at various parks with the cooperation of local Garden Clubs. The Department has also been cooperating in a teachers conservation workshop program which had a successful start this year.

Maryland. Joseph F. Kaylor, Director, Department of Forests and Parks, reported:

Maryland is meeting the challenge of a rapidly exploding population

by an equally rapidly exploding state park system.

Now the seventh fastest growing State in the Union and exceeded only by Florida east of the Mississippi River, we have tripled our state park acreage since 1950. I doubt if any other State can equal that rapid expansion in park area in the same period. We have done it by acquiring five new state parks and by expanding many of those already existing. In 1950 our state park acreage was 5,305. Today it is 15,761.

Great momentum was given to our plans early in 1950 by starting the development of Sandy Point State Park—the first public tidewater park site in Maryland. At the same time, ambitious plans were initiated to expand Patapsco State Park to an ultimate 8,000 acres, extending

25 miles along the Patapsco River.

Our progress the past year has been going with accelerated speed. Today some 4,446 acres of the proposed 8,000 acres for Patapsco State Park have been acquired. In June we dedicated the "Governor Theodore R. McKeldin Recreation Area," 12 miles up the Patapsco River from Baltimore. It is the sixth recreation center in the riverside park to provide facilities for picnicking, camping, group games, hiking and nature study close to the State's most congested population area.

We have acquired a new park in Charles County, "The General William Smallwood State Park," which is also an historic site and will be developed as a memorial to one of Maryland's Revolutionary War

heroes and the third Governor of the State.

In the same general area, we have received a gift of 275 acres for a state park, 25 miles south of the District of Columbia. Both of these new state parks will serve an area in Southern Maryland previously without state recreation facilities. Seneca Creek State Park in Montgomery County is being expanded and developed to meet the needs of an increasing population in northern Maryland. Negotiations are under way in the local courts to clear title to land on Assateague Island to provide for the first oceanside park in Maryland.

The Governor and the Legislature were most generous to the Department of Forests and Parks by increasing the original budget by approximately \$200,000 in order to provide funds to purchase park land and to expand and develop existing areas. Funds were also made available to add a landscape architect to the department personnel for

the first time.

Much credit is due to Governor McKeldin for his great personal interest in adding new open spaces for recreation purposes for Maryland's growing population. Not only does he keep currently informed on the progress of the Department's park activities, but he makes frequent personal inspection of the areas scattered over the State.

Michigan. Arthur C. Elmer, Chief, Parks and Recreation Division,

Department of Conservation, reported:

Weather conditions in Michigan were responsible for another major upswing in state park use. By the end of the year we will have issued more than 115,000 permits to camp; attendance has also increased proportionately. Park lands, roads and parking areas are literally worn out.

We acquired, through General Services Administration, two Coast Guard properties as additions to existing state parks at Fort Wilkins and Ludington, for one-half the appraised value plus National Park Service administrative costs; also, by lease from the Army, 1,800 acres of land in the Fort Custer military area as a recreation area. Due to lack of funds, we were unable to put this area under administration.

We continued the Conservation-Corrections Camp Program by which some 1,000 inmates are used on conservation work projects, with

probably 50 percent on state parks and recreation areas.

At its May, 1957 meeting the Conservation Commission increased the camping fees from 50 cents to 75 cents per day and the electrical service charge from 20 cents to 25 cents a day. This change was made to make Michigan in line with other States and is expected to bring in additional revenue from \$75,000 to \$100,000 per year.

A bill providing for a \$2 annual sticker and a 50 cent daily fee for the operation of a vehicle in a state park passed both houses of the Legis-

lature, but was vetoed by the Governor.

The 1955-56 Legislature appropriated \$1,500,000 for capital improvements which included \$300,000 for the purchase of the 124-acre Port Crescent State Park Site, one of the outstanding areas on Lake Erie still undeveloped. It also provided that not less than \$600,000 be spent for sanitary facilities, water and sewage. The remainder of the funds were spent for other developments, some major, others minor.

All of us are faced with problems of financing our programs. I am becoming more and more convinced that we are making a mistake in trying to finance parks by revenues from facilities; fees and charges, entrance fees or parking meters or stickers. We will end up as Indiana has—with "you get only what you collect." We have of necessity had to refuse admission to both campgrounds and day-use areas because of overcrowding and because of use beyond the designed capacity.

Serious situations in state parks and recreation areas are developing state-wide and the impact of the new \$100,000,000 Straits Bridge, which

will open on November 1, 1957, will make them even worse.

Michigan's "Mission 66" is still in the "larvae" stage.

Michigan's park and recreation study, called "State Parks of Michigan—A Report of the Past and a Look Into the Future," is now being published. It is not as comprehensive or detailed a study of outdoor resources as proposed by the National Park Service, but it does cover Michigan's need for land and water for state park and recreation areas in the next 10 or more years.

Minnesota. U. W. Hella, Director, Division of State Parks, Depart-

ment of Conservation, reported:

Minnesota State Parks have been subject to the same expanded volume of public demand in all activities, particularly tourist camping, that other State Park systems are experiencing. There has been some progress in expanding areas and facilities, but the rate of expansion lags behind the demand rate.

The Minnesota State Park sticker permit system has been a great aid in providing means to finance some facility expansion in a number of our parks. Public resistance to the sticker permit has diminished greatly since the program was established in 1953. The enforcement of this requirement has been gradually stiffened each year and is now accepted with rare incidents of objection. Income from sticker permit sales has increased from \$73,000 for the first issue to the current 1957 issue which

is going to reach \$125,000.

The anticipated income from sticker permit sales was the basis of borrowing capital. In 1953, \$450,000 was borrowed from Surplus Game and Fish license funds without interest and this has been repaid. A second indebtedness was authorized totaling \$525,000 for the biennium 1955–57. This second loan is to be paid on a ten-year retirement program with annual payments covering capital and interest. The amount of income in excess of the debt retirement program each year will be available for operation and maintenance.

This past year has included a biennial legislative session. The State Park problems in Minnesota received more favorable consideration than heretofore. The need for expanded facilities and the importance of the State Parks in the welfare and economy of the people was recognized by the establishment of a Capital Improvement Program as part of the State-wide needs. A special appropriation from general revenue funds was authorized in the amount of \$254,000 for Capital Improvements in several specific parks. One State Park, namely Alexander Ramsey, was transferred to the City of Redwood Falls which has grown up surrounding this park.

Five State Park areas were established which resulted in a net increase of four State Parks. The new State Parks, when acquired, will increase the dedicated State Park total land area by approximately 8,500 acres of which approximately 1,000 acres are to be purchased and the remainder consists of State lands transferred from other governmental jurisdiction. The Minnesota State Park System will expand from 62 to 66 areas of all classifications embracing approximately 97,000 acres of land. 42 will be major park and recreational areas and 24 will

be waysides and monument areas.

Progress in expansion of facilities included: one bathhouse and beach development at Mound Springs; three modern tourist camp service buildings at McCarthy Beach, Lake Bemidji and Lake Carlos State Parks; three maintenance shop and office buildings at Helmer Myre, Nerstrand Woods and Split Rock Creek State Parks; two modern toilet buildings at William O'Brien and in Itasca Campgrounds; two employee residences at Gooseberry Falls and Jay Cooke State Parks. A new 30 unit tourist camp area has been completed at Jay Cooke State Park. An 80 unit expanded camp area is now under development in Scenic State Park.

In addition to the new structures and developments many repair and remodeling projects were carried out in the interest of increasing service facilities and affecting the ravages of time in the older installations.

The present finances are not adequate to provide the increased operating requirements and the newly established park areas will have to

remain undeveloped and unsupervised until such financial reserves develop. We look to the sticker permit program to provide a good share of the requirements in future years after the first large debt payments are satisfied.

Missouri. Joseph Jaeger, Jr., Director of Parks, reported:

Since the last report to this conference, Missouri's state parks have been moving forward and enjoying visits by the largest number of various park users ever. One of the major highlights in 1957 was legislation enacted by the 69th General Assembly affecting the Missouri State Park Board. Revenue bond authority for capital improvements was granted the Missouri State Park Board and another bill, which corrected an administrative deficiency, allows concessions to be operated by state park personnel for a maximum period of ninety days if and when necessary.

Missouri's state parks undertook an expansion program during the past year with the addition of three new parks and one memorial shrine. Thus the state park system now consists of thirty state parks and two

memorial shrines, encompassing approximately 70,000 acres.

For the first time in recent years, Missouri is now on an annual budget by executive order. The General Assembly did not complete all appropriation bills before adjourning, however, the Missouri State Park Board was allotted \$1,010,000 for this fiscal year and have a sum of \$435,000 for additional capital improvements to be considered by the Legislature when it reconvenes.

The year 1956 broke the all-time attendance record for park visitors when 2,612,999 persons visited Missouri's state parks. And along the same trend, the state income from concessions soared to an all-time high of \$158,389.88 which was deposited to the Park Board Fund to

be used for state park purposes.

The Missouri State Park Board has initiated work on a color movie depicting various scenes, attractions and activities in the parks. This movie will be 28½ minutes long and present plans call for its completion by the end of November. This movie will be available for showing to all types of groups as well as television stations.

Montana. Ashley C. Roberts, Director, State Parks Division,

reported:

The Montana State Park system has experienced a tremendous season in 1957 so far as attendance is concerned. Last year we reported an all time high in attendance at our parks... this year we report an attendance that far exceeds anything that we have ever had before. Our feature park, Lewis and Clark Caverns State Park, has already exceeded last year's record attendance and we still have some ten days to go before we close for the season. All other parks in the system have experienced a heavier use than ever before. We estimate the attendance

in all our parks, some seventeen in number, to reach somewhere between 175,000 and 200,000 for the 1957 season.

During the past two or three years we thought we had noted a very significant increase in the number of campers. We must confess, however, that this year's crop of campers far exceeds anything we have ever witnessed. They seemed to come from all directions and with all types of equipment. Our best camping customers come from the Canadian Provinces just to the north of Montana and we noted them in greater numbers than ever.

All types of water sports in our state parks were enjoyed by more people than we have ever seen. This was particularly true at Tiber Reservoir, a Bureau of Reclamation project on the Marias River in northern Montana. Prior to the closure of the dam and filling of the impoundment, the Fish and Game Department rehabilitated the entire drainage and re-stocked with rainbow trout—literally millions of them. From the opening day of the fishing season this year right straight on through the entire season the area has literally been swarming with fishermen. When they get tired of fishing—then out come the swimming suits and the water skis. Tiber Reservoir is located in a dry land wheat farming section and water sports of this kind offer an entirely new plaything for these folks. To say that they are having the time of their lives would indeed be the day's understatement.

Our operating funds for the current fiscal year and the next fiscal year have been increased almost 100 percent. Our appropriated moneys on an annual basis have been increased from \$20,000 annually to \$60,000 annually and our earned funds will probably rise from \$30,000 annually to about \$35,000. Thus our annual expenditures will be somewhere between \$95,000 and \$100,000 as against \$50,000 the past two years. When these figures are compared with some of the others read here today they do not amount to very much. Yet, for us, they represent a considerable increase and it would appear that perhaps we are heading in the right direction so far as our park system is concerned.

Two new parks have been added to our system during the past year. One is the Tiber Recreational area we just talked about and the other is Medicine 's State Park in Southeastern Montana. Medicine Rocks is an area made up of huge, grotesque sandstone rock formations used by the Indians for mystic ceremonies. It promises to be an interesting area when developed.

So far as the future is concerned we continue to be optimistic. Each year we find more and more people using our areas and we find an ever increasing interest on the part of our Montana folks in getting more recreational areas developed. We cannot help but believe that this interest is significant and will eventually result in a bigger and better park system for Montana.

Nebraska. Jack D. Strain, Supervisor, Land Management Division.

Game, Forestation and Parks Commission, reported:

A discussion of highlights of the year for Nebraska State Parks could probably be summarized in a very few words by paraphrasing Mr. Churchill: Never before have so many descended so much on so few!

Attendance reached new heights, surpassing last year's record, with

numbers of campers doubling in many instances.

Nebraska's drouth years heavily influenced the already economyminded Legislature which was reflected in a 38 percent reduction of our budget request for the 1957–1959 biennium.

Nearly all requests for capital improvements were stricken with a few minor exceptions, however, we came through in pretty fair shape in

operation and maintenance.

We were badly hurt in capital improvements: Only \$85,000 was authorized for the biennium opposed to \$199,000 for the past biennium.

The Legislature approved a "sticker fee" to be effective in 1958, which will apply to Nebraska's 44 State Recreation Areas. It will not apply to the eight state parks.

The bill was patterned after Minnesota's and a great deal of help was received from both U. W. Hella, and Art Elmer of Michigan, who

were most generous with their data.

In addition to the routine, we opened a new modern swimming pool at Niobrara State Park, and launched the new park facility at Fort Robinson where among other facilities adobe quarters constructed in 1874 have been remodeled into rental cabin units and have proved most popular in the short time they have been opened to public use.

In the coming year, we will make some much needed improvements in our camping facilities but our program will, of necessity, be confined

largely to operation and maintenance.

New Hampshire. Russell B. Tobey, Director of Recreation, Recrea-

tion Division, Forestry and Recreation Dept., reported:

The steady trend toward more park use has accelerated in the last season. The serious overcrowding of some day-use parks and of all of the campgrounds within our parks caused unusual wear and crowding of visitors. An unusual number of complaints about being jammed have been received. The proposed study to recommend an orderly and early extension of the park system is timely. This study would be made by the State Planning and Development Commission and carry recommendations to the legislative session in 1959. It is timely also since the effect of the accelerated highway program upon the state park program can be considered.

The legislative session of 1957 has placed us in a better position to cope with expanding park use by breaking the strict "pay-as-you-go" policy. Contributing to this change was a lack of snow last winter, which limited the operations of Cannon Mountain and Mount Sunapee

ski areas to the extent that little of the anticipated income was realized. This in turn necessitated a deficit appropriation by the then-sitting

legislature in order to open the parks for the summer season.

Beginning with the fiscal year of July 1, we are no longer required to meet the expenses of administration, operation, maintenance and development of the park system from park income. Appropriations have been made for authorized salary increases; for upkeep and improvements to our historic sites; replacement of dams; development of additional wayside areas; and a study for the expansion of an existing park. Funds were also allowed on the basis of pay-back from future income for the development of a small park on Lake Winnipesaukee and for the acquisition and development of a major park in the southwestern section of the state. Other capital improvements on a pay-back basis include two additional ski lifts; a shelter building; expansion of other park structures; and extension of campground facilities.

New Jersey. Joseph J. Truncer for Dr. Joseph E. McLean, Commissioner of the New Jersey Department of Conservation and Economic Development, reported:

Dr. McLean sent greetings to all fellow associates in the field of State parks. He also expressed sincere wishes for a profitable conference.

The highlights of the past year were the dedication by Governor Robert B. Meyner of two newly developed parks for public use. They were Allaire, with its historic village; and Barnegat Lighthouse with its 100 year old picturesque lighthouse along the Atlantic.

During the past year a non-profit corporation has been formed for the purpose of raising funds, restoring, and operating Allaire village. This was done at the request of an organized citizens group. Control of the corporation remains in the hands of the State, since five members of the nine-member Board of Trustees must hold specific positions in the Department of Conservation and Economic Development.

Historic Batsto village has been opened to the public on a guided tour basis. This village of colonial times produced iron pots, skillets, cannons and cannon balls during the Revolutionary War. Its waterpowered grist and saw mills, blacksmith shop, iron master's mansion, country store and workers houses still stand in their original setting.

Funds for capital improvements totaled \$500,000 last year and are \$590,000 for the current year, exclusive of funds for roads and parkings. There were no major land acquisitions during the past year, but work continued on title problems and the consolidation of existing areas.

The program of replacing and reconditioning old facilities is continuing. Two new bathhouse-concession combination buildings were constructed and three new picnic areas were developed. During the current year a project for ocean side bathhouse and beach will be initiated at Island Beach, a bathhouse-concession combination will be

developed at Hopatcong, and seventy-five new camp sites are planned for Bass River and Stokes.

There is one other subject worthy of attention in New Jersey. The high average density of population,—(650 people per square mile) is creating a strain on the remaining elbow room. Recognizing this, plans for use of the State's largest land holding,—the 150 square mile Wharton Tract,—include the principle of multiple use. Coordinating the many uses raises knotty problems. We are proceeding carefully to integrate water, parks, forestry, wildlife management, recreation and historic interests on this property which represents  $2\frac{1}{2}$  percent of the total land area of the State.

Ohio. V. W. Flickinger, Chief, Division of Parks, Ohio Department of Natural Resources, reported:

I. Accomplishments

Beaches 4-4100 lineal feet

Boat Docks 156—Boat capacity 312

Dredged 895,000 cu. yds., cleaned 7.75 mile channel

Parking for 3135 cars

Park Road

New 4.12 miles, blacktop 35 miles, dustproof 16 miles

Manor House

First lodge opened November 15, 1956, nine rooms

Completed Two Lakes

Hargus Creek, Pickaway County, November 2, 1956, 146 acres water

Hueston Woods, Acton Lake, February 2, 1957, flooded April 4, 1957, 625 acres water.

Strouds Run

Contract awarded April 1957, 161 acre lake, contract 55 percent complete

Belmont County Lake

25 acres purchased to date, mineral rights settled Preliminary plans for dam, lake 117 acres

Legislation

Reclassification of parks personnel, improved salary effective October 1, 1957

Revenue Bond authority to Division to issue bonds for construction of income producing facilities. Faith and Credit of State not pledged. Park admission bill introduced but not passed.

Director

Appointment of Herbert E. Eagon to succeed A. W. Marion. II. Attendance

12,050,329—an increase of 481,860—4 percent 9 percent-5 76,192—in cabins, increase 28,648—61 percent increase 14 percent+47 percent

261,813—tent and trailer, increase 81,688—31 percent increase 19 percent+12 percent

## III. Fiscal

19 percent+12 percent	
Fiscal	
Appropriations	
Capital Improvements	
Ear-marked for specific areas\$1,363,900	
Statewide, picnic, facilities, water	
system, bathing facilities, sanitary	
facilities, beach improvement,	
parking areas	
P	\$2,985,600
Maintenance & Operation	
Receipts from Operations	. 602,853
T. C.	
Total Available	.\$4,437,481
Expenditures F.Y. 1956–57	
Capital Improvements appropriated\$2,240,494	
Rotary C	\$2,538,033
Maintenance & Operation	
Total Expenditures	.\$3,684,160
Expenditures F.Y. 1957–58—Estimated	
Capital Improvements	.\$1,264,016
Maintenance & Operation	. 1,451,881
*	,,

\$2,715,897

IV. Program

Refine Long Range Development Program

Activate Revenue Bond Program

Development of camping facilities, roads, parking areas, sanitary facilities.

Sales of lands not suitable for recreational development.

Oklahoma. Tye Bledsoe, Director, Division of Recreation and State Parks, reported:

The past season has been one of the greatest the parks system of Oklahoma has ever enjoyed. With completion of the 7½ million dollar revenue bond construction program our park system was able to offer its public the utmost in every type of recreation facility. Lodges did a flourishing business during the summer months and indications show that fall and winter attendance will also be good.

Projects recently completed would include 32 modern cabins and picnic shelter in Tenkiller State Park; floating boat service dock at Lake Murray State Park; shower and latrine building at Boiling Springs State Park; two picnic shelters at Sequoyah State Park; swimming pool

at the newly acquired Red Rock Canyon State Park; and numerous

minor additions in other of our state parks.

Our Legislature appropriated \$2,093,870 for the operation and maintenance of our park system for the next two years. It also set aside money for two new recreation areas to be added to our system; these are Great Salt Plains and Black Mesa.

Attendance reports show that nearly eight million visitors attended our state parks this year as compared with seven million of a year ago.

This tends to indicate the wide acceptance of these areas.

Plans for the forthcoming year include hard surfaced air strips for Sequoyah and Texoma state parks; golf course for Sequoyah, Quartz Mountain, Roman Nose, and Texoma state parks; and cafes for Robbers Cave, and Beavers Bend state parks. Of course, expansion of picnic and camping facilities will be of major importance in all areas in an attempt to keep up with the growing demand.

Oregon. C. H. Armstrong, State Parks Superintendent, reported:

During the calendar year of 1956 expenditures for *Oregon State* Parks exceeded the million dollar mark for the first time, totaling \$1,294,414. A revenue of \$118,393 applied as a credit made the net figure \$1,176,021. Capital outlay expenditures included those for land acquisition, \$42,765, with park improvements amounting to \$563,321. Surveys and equipment purchases brought the total to \$644,214. Park operation costs exceeded those of capital outlay slightly, being \$650,201, of which administration was \$118,137 with the balance expended on operation and maintenance of parks and roadways.

A total of 15 parks were enlarged acreage-wise during the year and 2 entirely new ones added, representing 1,659 acres or about 435 more than was acquired the preceding year. The development of 5 new parks for the public's enjoyment was either started or completed in time for public use the following season. The emphasis was on an overnight camp construction with camper capacity being increased by about 1,000 in eight parks. Most of these are located along the Oregon Coast, the so-called "playground" region of the State where 60 percent of this type

of use occurs.

Overnight camping use was 58,000 camper nights greater than in 1955 and it is anticipated that the 216,443 usage of 1956 may reach 300,000 this year. General day use continued to rise amounting to 7,690,690 visitations and should exceed 8 million during 1957. Considering Oregon's population of 1,700,000 persons, this is a very high per capita use.

During the early part of the year a 20 year park program was completed in which public recreational needs were outlined as to area and facility requirements as well as park betterment and operation costs. These estimates were based upon future anticipated use of state parks. Using this as a guide, it is believed that recreational requirements may

not only be determined in advance of actual needs, but the proper provisions can be made, and at such time, that the park system will continue to grow in an orderly manner.

Last year, for the first time, brochures on Oregon State Parks were published. While these will promote park use, it is hoped that they will also assist visitors to better enjoyment of the features set aside for their enjoyment and the facilities constructed for their convenience.

The department participated in several surveys and studies with other governmental organizations and agencies. One had to do with a recreation inventory in cooperation with other States comprising the Columbia River Basin. Another had to do with preliminary planning studies with member agencies of the State Natural Resources Committee related to the establishment of an integrated land-water use management plan for a typical river basin.

The parks program during the past year has been one of providing for present needs by an orderly expansion of areas and facilities, as well as taking a long look into the future to determine as nearly as possible what park requirements are necessary to fill the needs in the next 10 to 25 years.

Pennsylvania. W. P. Moll, Chief, Division of Recreation Department of Forests and Waters, reported:

At the outset, may I say that it is a sincere pleasure again to enjoy the opportunity of meeting with you at this outstanding conference, in addition to the hope of taking back to Pennsylvania new ideas, methods, procedures and the feeling of accomplishment.

Undoubtedly, the highlight of this past year in Pennsylvania has been the encampment of some fifty thousand boy Scouts of America at Valley Forge State Park on the occasion of their Fourth National Jamboree from July 12 to July 18.

Literally the encampment was a city under canvas; almost everything one finds in a City was included for the safety, health and welfare of the campers. To name a few: Fire and Police Departments, Utilities, Transportation, Hospitals, Radio and Television Stations, Newspaper, Bank, Post Office and Places of Worship.

Think of it. In 1777 and 1778 General George Washington had eleven thousand troups encamped at Valley Forge. In 1957 fifty thousand individuals came by almost a hundred special trains, a hundred buses and thousands of automobiles, making the Jamboree one of the biggest peace time movements of People in America.

Federal, State and local agencies combined their resources to make this an effective and enjoyable experience for the boys.

Three demonstration areas, all similar in content, were prepared with conservation as the theme, and every camper had an opportunity to visit one of these demonstration areas.

Our Department of Forests and Waters not only had an extensive exhibit on Forest Conservation, Protection and Recreation, but also constructed an Outdoor Amphitheater which contained every camper during the various stage productions.

Ten months prior to the Jamboree we initiated a Poison Ivy Eradication Program which was so successful, in comparison to the previous Jamboree held at this site, that only one hundred seventy five boys

were infected.

There have not been any organizational or administrative changes

during the past year.

I reported last year a Legislative Act which provides funds for Capital Improvement Work in State Parks, as well as the Construction of Flood Control, Dams and other Conservation Projects. These funds are derived from royalties paid to the State from oil and gas leases on State Forest Lands, and had triggered the greatest State Park Hunt in the history of the Commonwealth of Pennsylvania. We have intensively studied and surveyed some one hundred seventy five sites for the development of new State Parks. Of these, thirteen sites have been approved and four sites are in the process of acquisition and master planning. We anticipate two completed new parks by May 31, 1958.

June 1 of this year saw the initiation of our \$740,000 improvement program in existing State Parks. This work in the main encompasses

the expansion of facilities in thirty-six State Parks.

Again last year I reported a one and a half million dollar construction program which involved our General State Authority, an agency which provides funds from public Bond issues for construction projects related to State Institutions, Roads, Dams, etc., not provided by Legislature. This program is now underway with one project completed, four projects advertised for bids, and nine projects in the final planning stage.

Park attendance for the year beginning October 1956 and ending this month again illustrated the ever increasing use of State Parks, with

some eleven million nine hundred thousand visitors.

To say the least, we look forward to an extremely active year in all phases of State Park Administration, and we know that our improvement program will keep us on our toes for at least five years hence.

South Carolina. C. West Jacocks, State Park Director, reported:

- 1. Highlights of Events of Past Year:
  - a. Annual attendance of 3,249,000 which represents more than a ten percent increase over last year. Attendance at our 22 state parks for the past six years averages 3,154,000. This in a state that has a population of  $2\frac{1}{4}$  million.
  - b. Tent and trailer camping is increasing with us, as it no doubt is in all states. Our use in these areas has doubled in the past two seasons. One of our parks, Myrtle Beach on the coast, has our

greatest number of campers—more than 35,000 camper days for the four summer months.

2. Major Changes in Organizational Set-up:

- a. The State Legislature has enacted laws declaring that South Carolina State Parks shall be operated only as "racially segregated" parks. One state park, Edisto Beach, remains closed to all public use, in line with this legislation.
- 3. Changes in Administration:

a. None

4. Funds Available for Capital Improvements:

a. Carry-over funds of \$21,000, plus.

b. Funds available from operation of Ocean Fishing Pier. This facility, constructed with private funds, provides that profits revert to the Park for any improvements within the park. This is unique in our accounting procedure. The fund will amount to approximately \$12,000 annually.

5. Acquisition and Developments:

- a. The construction and the beginning operation, of a fresh-water swimming pool at an ocean-side park. The pool and filter plant cost approximately \$80,000, an unusual feature of this facility is that it was given to the park by a citizen of the State, and the only stipulation being that he would be repaid from the net profits, if any, from the operation.
- 6. Accomplishments and Developments:

a. None of sizeable consequence.

Planned Program for Next Year:

a. Inauguration of a program of interpretation if requested funds

are appropriated by the State Legislature.

b. Endeavor to obtain legislative authorization to make bond issue for funds to expand facilities to more adequately serve increasing attendance and use. Repayment to be made from park receipts.

## NOTES:

a. All receipts of state agencies pass to general treasury, consequently state parks cannot spend receipts without special authority.

b. The State Legislature meets annually, and makes appropriation for

one year at a time.

c. Our per capita cost for operations is 10-and-a-fraction cents per

person.

d. It is not our purpose to have our state park program approach a selfsupported status. The scope of our revenue-producing facilities is perhaps below the national average; also, we endeavor to make as many facilities as possible free of charge—for instance in the twenty years of our operation we have never levied an admission or parking fee, nor do we charge for picnicking. Our purpose is to make avaliable to park users a maximum of facilities at a minimum of cost.

South Dakota. Robert J. Arkins, Deputy State Forester, reported:

In order to keep pace with the increasing needs of the people it serves, the Forestry-Parks Division, on January 1, 1957, underwent a complete structural reorganization. The State was divided into 12 districts with a District Forester in charge of each district. As the representative of the State Forester in his area, each District Forester is charged with all of the State Forester's responsibilities. He directs the activities of the parks program, represents the State Forester in range and forest fire control matters, and provides technical forestry service to private landowners. Each forester is assisted in the parks program by a District Park Supervisor who directs the work of the park labor crews in the field.

During fiscal year, 1957, parks activities were necessarily curtailed due to a lack of funds. No major park development occurred during this period except for initial developments on Angostura and Shadehill reservoirs. Public use of all areas during this same period had, however, remained at nearly a million and a half visitors a year.

New life was given to the parks program by the 1957 State Legislature when an appropriation of \$600,000 for the biennium was granted the Forestry-Parks Division. This appropriation will enable the Division to carry out an active program of improvement and further development of parks facilities throughout the next two years.

There will be a great deal of work to do. The development of four large reservoirs on the mainstem of the Missouri River in South Dakota has opened a new door to recreational development for the Forestry-Parks Division. When completed, these four reservoirs will replace the original river with more than three hundred miles of artificial lakes. I hope you can realize, without further elaboration, that the recreational potential here is tremendous.

The next few years should see a marked increase in the number of roadside parks on South Dakota's highways. The 40 roadside parks presently serving over a quarter of a million users a year are already inadequate for the increase in traffic on our highways. A tentative total of 50 roadside parks was originally thought to be adequate for our needs. The development of the Interstate System will probably make this estimate somewhat obsolete.

A complete re-evaluation of our existing parks facilities, planned for this winter, will provide us with the information necessary to obtain the greatest efficiency and use of our present system. This information will also enable us to develop a detailed operating plan for future developments consistent with our final goal of perfecting a balanced system of state parks and related recreation areas.

Texas. Bill Collins, Executive Secretary-Director, Texas State Parks Board, reported:

In 1957 Texas became realistically state park minded. Legislators voted the State's largest bi-ennial state park appropriation. Citizens formed a State Park Development Association. Texas Research League and an interim legislative committee were asked for state park surveys. Humble Oil and Refining Company televised state park scenes, and 252 weekly papers participated in a "Park of the Week illustrated feature."

Maurice E. Turner of Huntsville became Chairman of the Texas State Parks Board. J. Carter King of Albany succeeded Mr. Turner

as Vice Chairman.

Of the \$1,048,821 appropriated, \$215,040 is ear-marked for first year

capital improvements—ten times more than in 1956.

Five new areas totalling 4,487 acres became state parks—Monahans Sandhills, Boca Chica Beach, Varner-Hogg Plantation House, Lake Stamford and Mission San Francisco de los Tejas.

Monahans Sandhills, near U. S. Highway 80 in Ward County, was presented fully equipped by the county and a citizens' committee. It has an air-conditioned, glass, steel and masonry museum and administration building, a lookout tower, roadways, picnicking areas and utilities.

Boca Chica Beach will be farther south than any other state park. It is on Brazos Island named by the 1955 Seashore Recreation Survey among the 54 best sites on the Atlantic and Gulf Coasts. Its climate, fishing and boating opportunities, historic significance, and accessibility to large population led to its inclusion in the top list.

A perpetual maintenance fund was included in the gift of the Varner-

Hogg plantation House by Miss Ima Hogg of Houston.

Formal re-opening of Huntsville State Park celebrated completion

of the rebuilding of the park dam that was washed out in 1944.

President Eisenhower's birthplace in Denison, Texas, will become a state park on completion of transfer. It was purchased by individuals with surrounding ground and parking area. Restoration and furnishing was with advice of the President and Mrs. Eisenhower.

West Virginia. Kermit McKeever, Chief, Division of State Parks, Conservation Commission, reported:

Attendance this year in West Virginia State Parks showed an increase of more than one quarter of a million visitors over last year, to reach an all time high of one and three quarter million visitors.

Most of the increase was due to the expanded summer vacation and day use facilities, but some was due to the year around operation of two lodges and cabins in four parks. One of these two lodges is located within 15 miles of two privately owned ski slopes and derives considerable winter business from skiers.

No major changes were made in our organization set-up during the past year; however, an additional Assistant Chief was added to the central office staff.

West Virginia's park expansion program, which was financed with a total of \$4,400,000 in revenue bond funds, is now practically complete. The only remaining major project is the State's third lodge, Mont Chateau, which is scheduled for completion in the spring of 1958. Completed during the past year were 10 vacation cabins at Bluestone, one large cabin at Lost River, and Blackwater Lodge at Blackwater Falls State Park.

During the past year capital improvements totaling a quarter of a million dollars of appropriated funds were made in various state parks. For the 1957–58 fiscal year the legislature has authorized the expenditure

of \$133,000 for capital improvements on eight state parks.

It is now felt that we have sufficient cabins and lodge facilities adequately to take care of the demand for several years; however, we are short on campgrounds for tenting. Since the demand for this type of facility is increasing we expect to develop campgrounds in two more parks this year, which will make a total of four parks so equipped. Further development along these lines is expected to be extended to several other parks as rapidly as possible.

Wisconsin. John Beale reported for C. L. Harrington, Superintendent

of State Parks and Forests, Conservation Department:

The season of 1957 has been a busy one for the state parks of Wisconsin. While the attendance figures have not been compiled for the year, the general movement of people has been on a par with the past several years. All indications are that camping receipts have increased and again it is commonly reported, by the park managers, that family camping is on the increase. This, of course, has resulted in the effort of the Department to extend camping areas. We are at work on a number of new family-type camping areas particularly on the northern lakes and also on developments by way of extensions on the more heavily used camping parks.

The 1957 Wisconsin Legislature passed a budget for the state parks that is only operational in character. However, the Legislature gave consideration to a financial plan for the state parks which included a \$1.00 state park sticker arrangement. This bill was passed by the State senate but was defeated in the assembly. The Legislature has not as yet finally adjourned, but will resume on September 23 after a limited session. It is understood that the park financing sticker bill will be on the calendar for additional consideration. All agree that some method for state park financing is needed, but difference of opinion arises over the

method considered best to do the job.

In the meantime, I can report continued progress in the physical facilities available for public use on the state parks. We have tried to concentrate on domestic water, sanitation and shelters. The appropriation of \$500,000 for this purpose made by the 1955 Legislature is still our main reliance for these capital expenditures. All of the state

parks—30 in number—are receiving benefits from this fund and through contract, or by force account the Department is advancing priority

projects to good advantage.

The spirit for state parks in Wisconsin on the part of its citizens is good and of a positive character. While no new parks of this type have been established since a year ago, there have been land additions to existing state parks. All the state parks, as well as state forests, are contributing to the over-all well being of the affairs of the State not only for Wisconsin people, but to the very large number of visitors to the State each year. There is a lot of good work to be done in expanding the recreational, educational, inspirational and other values in the state parks of Wisconsin and making them more useful in the daily affairs of many interested people. This responsibility can be met satisfactorily if a reasonable financing plan can be worked out and this question is the main one that still has to be solved in Wisconsin.

Wyoming. Harold S. Odde, Director, Wyoming State Parks Commission, reported:

Wyoming has started on its initial development during the past year. Since the department is in its beginning stages, no provision was made for actual construction until 1957. We are beginning with toilets, refuse cans, fireplaces and picnic tables in our park areas, and building is now in progress.

All areas, at present, are located on withdrawn lands surrounding Bureau of Reclamation Reservoirs, which have been turned over to the State for recreational development, and we are constantly negotiating with Federal agencies to acquire new areas. We now have 5 parks and

are contemplating 3 additional areas.

From a budget of \$10,000 in 1953, when all department business was taken care of by a truly civic minded Commission, to a 1957 budget of \$51,000 may seem incredibly small to those of you in large departments. However, to us, it indicates progress. People are gradually becoming aware of the existence of the department, and as our initial development is noted, the necessity for increased improvements will be apparent.

Besides providing a limited budget for actual expansion, the 1957 State Legislature also passed Wyoming's first Anti-litterbug legislation with a special bill applying to State Park areas which prohibits destruction of plants and shrubs and also use of firearms or fireworks in our areas. We were also successful in the enactment of a bill which provides that a Coast-Guard-Approved life jacket be available for all occupants of boats and rafts. Since our state parks are all located on reservoirs, this safety measure is of much importance.

In defense of our small department and recent late beginning, I might call to your attention that the entire population of Wyoming is in the neighborhood of 300,000, somewhat less than the population of

many cities.

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